



PIONEER WORK AND OTHER DEVELOPMENTS IN ADULT EDUCATION

A Report by the Adult Education Com-
mittee of the Board of Education, being
Paper No. 9 of the Committee.

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Constitution of the Committee.

The President of the Board of Education constituted in April 1921 an Adult Education Committee to promote the development of liberal education for adults and in particular to bring together national organisations concerned with the provision of adult education, so as to secure mutual help and prevent overlapping and waste of effort; to further the establishment of local voluntary organisations for the purpose and of arrangements for co-operation with Local Education Authorities; and to advise the Board of Education upon any matters which the Board might refer to the Committee.

The following were members at the time of the preparation of this Report :—

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 Dr. ALBERT MANSBRIDGE, LL.D. (Vice-Chairman).
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With Mr. C. O. G. DOUIE, an Assistant Principal under the Board of Education, as *Secretary*.

Mr. W. R. DAVIES, C.B., Mr. P. E. WATKINS and Mr. J. OWEN, H.M. Inspector, were authorised to attend meetings of the Committee on behalf of the Board of Education, and Bt.-Col. W. D. S. BROWNRIGG, C.M.G., D.S.O., and Colonel I. CURTIS, C.B.E., on behalf of the Army Council and the Air Ministry.

Note by the Board of Education.

The Board believe that the publication of this Paper will be of interest to bodies concerned in the promotion of Adult Education, and they will welcome discussion of the suggestions put forward in the Paper.

It will be understood of course that the Board are not committed to approval of the findings upon particular issues or of the opinions expressed in evidence.

The expenses incurred in the preparation of this Paper are estimated at £147 6s. 8d.

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PIONEER WORK AND OTHER DEVELOPMENTS IN ADULT EDUCATION.

1. In this the ninth paper of the Adult Education Committee under its present constitution, we have attempted to review the growth of the adult education movement in the six years during which the Committee has been at work, and to take stock in particular of certain forms of adult education which are at once novel in character and have shown a most remarkable tendency to grow.

I. GROWTH OF ADULT EDUCATION SINCE THE WAR.

2. University Tutorial Classes have increased in numbers year by year since the war, but their character remains the same. University Extension Courses did not alter much in number or character for many years. It is only since the issue of the Adult Education Regulations in 1924 that any marked change has taken place. But during the last six years the more elementary and pioneer forms of adult education have come into prominence, and have received various names, such as Preparatory Classes, One-year Courses and Terminal Courses (in so far as they come under the Board of Education Adult Education Regulations), and evening classes for adults, study circles, and a multitude of other titles (in so far as they are not organised so as to conform with these Regulations, and have a free choice of title). The growth of this type of work creates in a sense a new position in adult education : it is a source of great satisfaction to those whose chief desire is that adult education should be widespread ; it is a source of some anxiety to those who see in it a danger of a confusion of aims as between different kinds of adult education and of a decline in standard.

3. The last general inquiry into adult education was that conducted by the Ministry of Reconstruction Adult

Education Committee in 1917-19. Their Report recounted the history of adult education in this country up to the war, and we need not again go over this ground. The position in brief at the outbreak of the war was that the term "adult education" was commonly used to denote the activities of the University Extension movement and the Workers' Educational Association, and that many other bodies and institutions which, in furtherance of religious or social aims, had for many years past undertaken educational work among adults, were examining with interest the methods adopted by the Workers' Educational Association in conjunction with the Universities, and were co-operating in certain areas with the Association in the formation of classes. But the movement was still in an early stage of development, and the term "adult education" was not familiar to the man in the street, nor did it bulk large at educational conferences. There were in fact 110 University Tutorial Classes and 82 classes which would now be called One-year Courses in receipt of grant-aid from the Board of Education in the year 1913-14. It would no doubt have surprised even the most hopeful in the movement at that time if they had been told that within a few years adult education would become a universally familiar term, and would assume so much importance that the benevolent intentions of all political parties towards it would form part of their election pledges.

4. The review of adult education in the Report of 1919 gave much prominence to the educational methods of University Extension Courses and University Tutorial Classes, and up to the date of that report the development of the pioneer and less formal types of adult education had not been so considerable as to attract much attention. Soon after the war a great change took place. University Tutorial Classes at once recovered the ground lost in the war and began to make rapid progress. In the session 1919-20 these classes in England and Wales numbered 226, or twice the number in 1913-14; in the session 1920-21,

when this Committee was first appointed, the number rose to 299. By 1921-22 the number was 353. But during the same period One-year Courses had been growing yet more rapidly; in the year 1921-22 they numbered 329, or four times the number in 1913-14. At this point a check occurred, and it was at once illustrated how dependent the movement was upon Exchequer grants. The Board of Education found it necessary to limit their total grants for adult education to the sum taken in their Estimates for the previous year. Development at once stopped, and the classes in 1922-23 in fact showed a decline in number. In the succeeding year the Board undertook to take in their Estimates a sum sufficient to provide for a twenty per cent. increase in the number of classes, and the number rose to 392 University Tutorial Classes and 359 One-year Classes. At this point new conditions were introduced.

5. One of the earliest acts of this Committee had been the preparation of a report on the Finance of Adult Education which was submitted to the Board of Education. In the course of this report the Committee indicated the need for dealing with Adult Education under a comprehensive body of Regulations specially designed for the purpose rather than under the Regulations for Technical Schools, under which grants had previously been obtained; and pressed for more generous grants for University Tutorial Classes and for the extension of grant-aid to new types of work, and to organisations other than those which had been allowed to benefit under these Regulations. In the spring of 1924 the Board intimated that they were prepared to consider the issue of new Regulations and invited this Committee to appoint representatives to negotiate on certain matters of detail. In September of that year, shortly before the beginning of the session, the new Regulations were issued, and although the notice was short, the number of classes at once showed a great increase; for example, University Tutorial Classes during the session numbered 454, and Preparatory, One-year and Terminal Courses, as they were now called, numbered 526. It was

at once clear that, however much the new Regulations acted as a stimulant to University Tutorial Classes, they were still more stimulating to other types of course, and this became yet more apparent in 1925-26 when University Tutorial Classes numbered 493 and the other courses 606.

6. We have already seen that the limitation of the Board's grants in 1922 led to an immediate check in the growth of the movement, and there can be no doubt that similarly the changes in the character of the Board's grants in 1924 tended to encourage the development of the movement in new directions. It is therefore of interest to consider the precise character of these changes. Chapter I of the new Regulations contained general provisions of which the most important was Article 10. This Article set out the general principle adopted for purposes of the Board's grant; viz. the payment of three-quarters of the fee paid to the teacher, subject to a fixed maximum, deductions being made in the event of failure to comply with requirements as to attendance and written work. Chapter II provided for grants in aid of extra-mural courses supervised by universities and university colleges. The maximum grant payable in respect of a University Tutorial Class was raised from £45 to £60, and in special circumstances £75. University Extension Courses and Preparatory Classes, which had previously been aided under the Regulations for Technical Schools at low rates, based on the number of students multiplied by the number of hours of attendance, were now brought under more rigorous standards of attendance and written work and were given a much higher grant. In each case the maximum rate of grant was made £45 for a 48 hours course. The effect of this has been contrary to anticipations. Preparatory Classes have not increased in numbers; indeed in 1925-26 they showed a decline. University Extension Courses receiving grants in aid have increased from 10 in 1923-24 to 125 in 1925-26. The ten courses recognised in 1923-24 represented but a very small proportion of the courses organised by Oxford, Cambridge and London Universities, because the Board's grants under the Regula-

tions for Technical Schools had not been sufficient to make it worth while to undertake the necessary arrangements in regard to attendance, written work, and registration. The great increase in grant has made it worth while to make these arrangements, and has no doubt increased the number of students taking full advantage of the provisions of the University Extension Course. It has also increased the activities of universities generally in this field. The chief distinction between Preparatory Classes and Extension Courses is that the former must give a suitable preparation for students intending to proceed to Tutorial Classes, while the latter are self-contained. Moreover, Extension Courses are usually organised in lecture periods, which may be attended by a general audience, followed by class periods, attended by persons some of whom are willing to do written work. For certain subjects, notably Literature, Music and Art, this organisation appears to be very well adapted, and universities which previously organised University Tutorial and similar classes only are adopting it.

7. Chapter III of the Adult Education Regulations provided for grants in aid of courses organised by "approved associations," and it is with the type of instruction, which this Chapter was designed to stimulate, and other less formal activities, that we are particularly concerned in this Report. The Chapter made provision for grants in aid of Terminal Courses, which meet for not less than $1\frac{1}{2}$ hours a week for 12 weeks, written work not being required, and One-year Courses meeting not less than $1\frac{1}{2}$ hours a week for 20 weeks, written work being required. The grant for the former was made £8 (in special circumstances £12) for 24 hours' instruction; for the latter £36 for 48 hours' instruction, proportionate deductions being made where the courses were of shorter duration. These rates of grant were far higher *pro rata* than the previous grants, while the requirements as to length of course were reduced, so far as Terminal Courses were concerned. This circumstance appears to have been appreciated at once by organising bodies, as notwithstanding the short notice 189 such courses were organised

in the first session. One-year courses numbered 262. In 1925-26 the numbers became 211 and 323 respectively.

8. A further change brought about by Chapter III of the Regulations lay in the extension of grant-aid to new bodies. Article 20 required an "approved association" to be a national association, or a district branch of a national association, or such analogous body as the Board might specially accept. Previously the only body which had been accorded grant-aid was the Workers' Educational Association, but under the new Article other bodies were approved, the Educational Settlements Association, the National Industrial Alliance, the National Council of Y.M.C.As. and its Welsh National Executive, and the Welsh National Council of Music. So far, however, these bodies have not yet been able to take full advantage of the opportunities offered; it may be hoped that the extension of grant-aid will tend to develop largely One-year Courses and Terminal Courses in connection with these bodies.

9. These statistics of the growth in the number of grant-aided classes are in themselves of great significance, but they do not by any means give a complete picture of the growth of adult education since the war. In the first place they take no account of the classes promoted by Local Education Authorities, or put forward by these Authorities as part of their programme, though organised in the first instance by voluntary bodies. In the second place, they take no account of classes and courses organised by voluntary bodies but not conforming to the Adult Education Regulations. We will consider first the former.

10. Before the war few Local Education Authorities were keenly interested in adult education. There is little evidence that they were pressed either to promote classes in the liberal education of adults or to aid classes promoted by voluntary bodies in their area. After the war, the situation changed. Classes multiplied until they became a common feature in the areas of most Authorities. The 1919 Report of the Adult Education Committee gave much publicity to the

movement, and the Board of Education, in requiring Authorities to submit schemes of educational progress based on the Education Act, 1918, specifically mentioned adult education among the points which they desired the scheme to include. The deficiency grant, which subsequently came into operation, enabled Authorities for the first time to recover from the Exchequer part of their contributions in aid of the work of voluntary bodies. In the result Local Education Authorities have been taking an ever increasing part in adult education. In some areas, their contribution takes the form of the direct organisation of classes for adults; in London these classes are very numerous and there are specially devised institutes known as Literary Institutes and Men's Institutes. In other areas Authorities definitely assume financial responsibility for courses organised by voluntary bodies; conspicuous examples are Durham, Kent, and the West Riding of Yorkshire. As the recognition of these courses is not given under the Adult Education Regulations, they are not recorded in the statistics which we have quoted. But their number is very large. Most Authorities, however, are content to make a contribution in aid of courses organised by voluntary bodies. The great majority of Authorities are now interested in adult education; in fact we are informed that 56 out of 62 county councils, and 67 out of 82 county borough councils, are helping adult education in some way during the present year.

11. The second block of adult education work which is not covered by our statistics of courses recognised under the Adult Education Regulations is that which does not conform to the Regulations. This is of a miscellaneous character. Certain organisations such as the National Adult School Union and the Co-operative Union do not seek public assistance and prefer to pursue their aims and to organise their work, free from any external control. There are many bodies with religious or social aims which promote some adult education, but cannot be said to have adult education as their principal activity. Moreover, these bodies, and other bodies which are "approved associations"

for the purposes of the Adult Education Regulations, also carry on work which does not seek to satisfy the requirements of the Regulations. This work takes the form of lectures; short courses of lectures; week-end lecture schools; study circles; reading courses; correspondence courses; musical, dramatic and scientific societies; and handicrafts. Attendance at some form of evening activity which may be described as adult education has, in fact, become exceedingly common and widespread since the war. University Extension Courses and University Tutorial Classes no longer exclusively represent adult education in the eyes of the community; year by year they increase in numbers, but decrease in porportion to the whole. In 1913-14 University Tutorial Classes far outnumbered the other registered classes of the Workers' Educational Association. When account is taken of all the classes for which Local Education Authorities assume financial responsibility, it is clear that now classes of shorter duration far outnumber University Tutorial Classes.

12. Now this change in the balance of adult education requires careful consideration. It is a development which was not foreseen by the Report of 1919. It gives rise to a number of important questions. Has adult education, by offering a much greater variety of subjects and teaching methods, made a more universal appeal, or are the students still drawn from the same constituency as in the early days of the movement? Is the organisation of shorter courses diverting students from Tutorial Classes? If so, is it because less effort and less discipline are required in them, or because the present conditions of employment made it difficult for a student to pledge himself to a period of study covering three years? Are the shorter courses attracting students who will pass on in due course into Tutorial Classes, or do the students pass from one short course to another, or out of the movement at the end of the course? Do the shorter courses provide more adequately for the teaching of certain subjects than the longer courses? Are the tutors of the shorter courses as well qualified as the tutors of Tutorial

Classes? Do they require to be so well qualified? These and many other questions present themselves at once.

13 The growth of this form of adult education naturally presents certain problems to those who are responsible for the administration and inspection of such a widespread movement. In the field of elementary, secondary, technical and commercial education the direct responsibility of the Local Education Authorities in each locality makes the task of regulation and supervision comparatively simple. The organisation of the larger part of adult education is carried on by bodies which occupy a very different position. Notwithstanding great difficulties, however, the various Joint Committees and the Workers' Educational Association have elaborated a system and have created a tradition which make the task of central administration and inspection possible. In so far as each Joint Committee discharges its duties with care and energy, especially in the maintenance of a high standard in the selection of its tutors; in so far as the organisers of the classes exercise good judgment on their side, the standard of the Tutorial Classes can be maintained. Their aims are definite and the conditions set forth in the Regulations of the Board of Education help to preserve their character. The other types of classes present greater difficulties in some ways, especially as many of them are organised by bodies with less experience than the Workers' Educational Association. There are some 500 such courses organised by voluntary bodies, and a similar number either promoted by Local Education Authorities or under their direction. As the numbers grow it is increasingly difficult to secure a desirable standard either in the quality and character of the teaching, or in the efforts of the students. There are differences in quality in classes of the same nominal grade. This is inevitable. What can be avoided, and what it should be the aim of good administration to prevent, is such a confusion in educational aims, methods and standards as will imperil the real progress of adult education whilst increasing the number of classes.

14. We have attempted therefore in this Report thoroughly to examine the present organisation of One-year, Terminal, and similar courses, and to make suggestions as to their future organisation. We wish, however, to make one point clear from the beginning, namely that we consider that it is an essential condition of the healthy development of the whole movement that the high standard at present required in the more intensive courses recognised under the Regulations should be maintained. The less formal types have a value and aims of their own, which must not be confused with those of the courses to which we have just referred. Nothing could do more harm to the movement, or more quickly defeat the high aims which it has set before it, than the feeling that new developments involve the lowering of standards.

II. THE ORGANISING BODIES.

15. To assist us in our enquiry we addressed a questionnaire to the principal voluntary bodies engaged in the work of adult education, and a letter inviting expressions of opinion on the future of the movement to a number of persons who have been brought into close contact with adult education, in particular to officers of Local Education Authorities which have made an extensive provision in their area. The voluntary bodies from which we sought evidence were the Workers' Educational Association, the National Industrial Alliance, the Educational Settlements Association, the National Adult School Union, the Co-operative Union, the Education Committee of the National Council of Y.M.C.As., the National Federation of Women's Institutes. We received very full replies from these bodies ; the Workers' Educational Association gave us detailed replies from fourteen districts. Owing to the diverse character and resources of the districts these replies were particularly illuminating. We also invited evidence from Nottingham University College, since university and non-university work in the East Midlands are very closely inter-related. In most parts of the country universities do

not take a direct interest in the organisation of One-year Courses and Terminal Courses, but in the Nottingham area, owing to certain circumstances and in particular the existence of Rural Community Councils in Nottinghamshire, Leicestershire and Derbyshire, the University College is closely associated with the organisation of shorter courses and pioneer work. In the neighbourhood of Oxford, owing to similar circumstances, the University is associated with pioneer work in Oxfordshire, Berkshire and Buckinghamshire, and we have taken evidence in regard to this work.

16. The questionnaire which we issued to these bodies included the following questions :—

- (a) How much of their work might be regarded as falling within the categories (i) One-year Courses ; (ii) Terminal Courses ; (iii) Short courses and single lectures ; (iv) work other than courses and lectures (*e.g.* week-end schools ; study circles ; dramatic, musical and other societies ; handicrafts, etc).
- (b) Whether it had been their experience that certain subjects of study (and if so which subjects) could be dealt with more adequately under one category rather than another.
- (c) The type of tutor or lecturer employed, with a note as to his qualifications.
- (d) The type of student attracted.
- (e) The buildings in which the work was carried on.
- (f) Whether students normally passed from one type of course to another.
- (g) Whether, in their experience, there was any part of the community which was not being attracted by adult education in any of its present forms, and if so whether there was any remedy for this.

17. The first question which arises from a scrutiny of the replies is the character of the various bodies, and their

adaptability to certain types of work. The Workers' Educational Association was founded in 1903 for the purpose of adult education and for no other purpose. It has always described itself as non-sectarian and non-party-political. Its membership is two-sided, in the sense that it affiliates organisations which support its aims, and also enrolls individuals as personal members. For administrative purposes the Association is organised in districts and in local branches. Branches have a considerable measure of autonomy within the district organisation, and districts have substantial autonomy within the Central Association. The Central Council does not enrol individual members. It consists solely of representatives of national bodies and of Workers' Educational Association Districts. Many national organisations are affiliated to the Central Council; the majority of these are Trade Unions, but on the other hand many educational organisations of a national character are included. The Association in its local and district work has made it a principle to co-operate as closely as possible with the organisations associated with it, and Joint Committees have proved to be a very fruitful way of accomplishing this purpose. The earliest Joint Committees were with Universities for the provision of University Tutorial Classes. Now there is a Joint Committee at every university and university college. More recently the same principle has been followed in various directions, the most notable example being the Workers' Educational Trade Union Committee. The chief function of the Committee is to provide special facilities for the members of the contributing Unions. Nearly all University Tutorial Classes, and the great majority of One-year and Terminal Courses recognised under the Adult Educational Regulations are promoted by the Workers' Educational Association.

18. The Educational Settlements Association is a federation of autonomous Settlements and Colleges. Each Settlement, having as its object the furtherance of adult education in the many forms required by the neighbourhood, is expected to be in active co-operation with other local

bodies concerned in adult education, to offer a common centre for the work of such bodies; and to make provision for educational needs not otherwise met. All the varied activities of a Settlement are related to each other in the corporate life of the institution, under the general direction of a Warden who is usually a full-time officer. Beechcroft, the first Educational Settlement, was founded at Birkenhead in 1914. The Association may be regarded as a body formed for the special purpose of adult education. It is an "approved association" under Chapter III of the Adult Education Regulations, and in the last session secured the recognition of 13 One-year Courses and 14 Terminal Courses. Other recognised courses, including Tutorial Classes arranged in conjunction with the Workers' Educational Association and University Extension Courses, were held in Settlement premises. The growth of a body numbering three or four hundred students at an Educational Settlement naturally affords stimulus and opportunity for a considerable variety of work which does not at present come within the scope of the Board's Regulations.

19. The National Industrial Alliance has, as principal objects, (a) the promotion of goodwill and active co-operation between employers and employed, (b) the establishment of classes for the purposes of extending economic knowledge, controlled by equally balanced committees of employers and employed, and conducted under University and other recognised educational auspices. It is an "approved association" under Chapter III of the Adult Education Regulations and obtained the recognition of 22 One-year Courses last session.

20. The Y.M.C.A. exists "for the purpose of uniting young men and boys in the service of Jesus Christ and in fellowship through activities designed to help them in the development and training of their powers of body, mind and spirit." The movement dates from 1844, and its educational opportunities have always been present in the minds of its leaders. It is, however, only since 1918 that adult education, in the sense in which that term is now

understood, has formed part of the official programme of the Association, and that officers have been specially appointed for the purpose of organising adult education. Of the 19 Divisions in which the Y.M.C.A. is organised, five have officers specially concerned with the promotion of educational activities. The General Statement of Educational Policy lays down that while every activity of an Association may and should have an educative influence, an adequate educational programme should form an essential part of the activities of every Association and Red Triangle Club. The National Council of Y.M.C.As. and its Welsh National Executive are "approved associations" under Chapter III of the Adult Education Regulations. Last session the number of One-year Courses was four and of Terminal Courses eight. These formed a small part only of the educational work of the Y.M.C.A. which mainly takes the form of lectures, short courses of lectures, study circles, fireside talks, and other informal activities.

21. The National Adult School Union was founded in 1899, one hundred years after the establishment of the first Adult School. The aims are stated as follows:—
 "To make and develop men and women and to teach them the art of life.—To study the Bible frankly, freely, reverently, and without prejudice.—To establish an unsectarian basis for Christian effort and unity.—To bring together in helpful comradeship and active service the different classes of society.—To stimulate and educate public spirit and public morality.—To teach the responsibility of citizenship.—To encourage whatever makes for International Brotherhood.—To advance as far as may be the equality of opportunity.—In short, to help men and women to understand and to live the life of Jesus Christ, and to encourage them in their personal allegiance to Him." The "methods" of Adult Schools may be summarised as follows:—By the formation of schoolgroups, in which membership is independent of class, party, or sect, to afford opportunities for, and to organise, formal and informal activities for

educational, religious, and social service, and for recreational purposes. 1,500 Adult Schools hold regular weekly meetings throughout the year ; the average weekly attendance being about 30,000. Proceedings at these meetings vary considerably, but practically always include discussion of the subjects included in the Adult School Lesson Handbook, an annual publication. The work of the Union does not take the form of One-year Courses and Terminal Courses, but many members of Adult Schools also attend such courses and University Tutorial Classes, and the interests of potential students are likely to be awakened by Adult School activities. The Union has not sought recognition under the Adult Education Regulations.

22. The National Federation of Women's Institutes dates from 1915 when it was founded with the object of enabling women to take an effective part in rural life and development. There are over 3,800 Women's Institutes united in County Federations and the National Federation, the membership being more than 230,000 in England and Wales. An Institute is a club for village women, non-party, non-sectarian, and democratic in organisation. Each Institute holds monthly meetings of a social and educational character. The education promoted by the Federation is in the main concerned with domestic subjects and handicrafts, and much help is derived from Local Education Authorities in obtaining teachers and in matters of finance. But in the Institutes there is also a widespread provision of education of a more general character ; the monthly Programmes frequently include lectures on History, Literature, Music or Drama, and many counties hold festivals of music or drama. Moreover, an essential part of Women's Institute organisation is the training of country-women in self-government, and definite instruction is given in the forms of public business.

23. The Co-operative Union was founded in 1869 ; the Education Department of the Union came into existence sixteen years later, as the result of active educational work

carried on by co-operative societies. The objects of co-operative education are stated to be "the foundation of co-operative character and opinions by teaching the history, theory and principles of the movement, with economics and Industrial and Constitutional History, in so far as they have a bearing on Co-operation; and secondarily, though not necessarily of less import, the training of men and women to take part in industrial and social reforms and civic life generally." The general policy of the movement is that of close co-operation with voluntary bodies organised specifically for educational work. The relations with the Workers' Educational Association are particularly close. The Union also co-operates with public bodies. The Royal Arsenal Co-operative Society, for example, conducts a large programme of educational activities in close association with the London County Council. Of 100 classes for adults organised by the Society, 30 are in Social Science, 20 in Elocution and Dramatic Literature, 18 in Appreciation of Art and 14 in Music.

24. There are many other bodies which include in their programme adult education in various forms, notably the Catholic Social Guild, the Church Tutorial Classes Association, the Young Women's Christian Association, the Federation of Residential Settlements, and the National Home Reading Union. These bodies are not "approved associations" for the purposes of Chapter III of the Adult Education Regulations, and therefore do not get grants from the Board of Education. Some of them, however, co-operate with other bodies which are "approved associations" and certain Residential Settlements have received assistance in some form from Local Education Authorities.

25. There are moreover many bodies with political, social or religious aims, which strongly encourage their members to take advantage of adult education facilities. This is a very modern development, and it is one of the greatest interest. The bodies definitely organised for adult

education, and for nothing else, are very few ; the bodies participating in the work of adult education are many and are increasing in number. Many explanations of this phenomenon have been adduced. Our explanation is this. A body of adult students comes together because they are perplexed about life. Every person who comes has his own theory, or wishes to find one, as to the way in which that perplexity will be resolved. Naturally groups are formed in the main of people who have much the same convictions as to the way. For instance, it is not difficult to see that in one of the great associations for adult education the main body of students is convinced that the future of civilisation depends on economic and social development, while in another association the guiding motive of students is a belief that civilisation will be advanced by the dissemination of Christian doctrine. But there is an increasing body of evidence that these social and religious motives are not incompatible with disinterested discussion and study, in fact with education as distinct from propaganda. Hence bodies with political, social or religious aims, which once relied upon propaganda for the furtherance of those aims, are now beginning to realise that those aims cannot be fully attained except by an educated people and through educational methods. The great development of adult education since the war is due largely to the encouragement given by such associations to their members to participate in educational activities, and such encouragement is likely to be a chief agent in extending the range of adult education, and in ensuring its stability, in the future.

26. Whilst the principal provision of adult education has been made by the voluntary bodies which we have mentioned, and whilst this provision has taken the shape mainly of a large number of separate courses united only by a common organisation, two other forms of enterprise deserve attention. The first is typified by the London Working Men's College, founded as far back as 1854 ; the second by the institutes established within the last ten years by the direct activity of the Local Education Authority in London.

27. The London Working Men's College is still a vigorous and successful institution with considerably over a thousand student members. It is conducted on the same principles as those formulated in the early days of its foundation. In the words of its current prospectus—"The students are for the most part working men and the teachers are in general members of the universities and of the different professions, or those who have themselves been students in the College. Its purpose is to unite these classes together by associating them in the common work of teaching and learning." Social intercourse outside the class room is, however, a strong feature of the College life. The common rooms, the convenient provision of meals, the clubs and societies within the College, the constant association of old and new members, the College spirit stimulated by the long traditions of several generations of members, have contributed to create what is probably a unique institution. More than a hundred teachers give their services free of charge. The subjects of instruction embrace almost as wide a range as those in the adult education movement generally, and whilst there is great latitude in the methods of study, the College has never abandoned the use of examinations.

28. The question may be asked why, notwithstanding the conspicuous success of the Working Men's College during the best part of a century, its example has not been successfully followed. Why has it remained unique? The answer is perhaps that the Institutions of the present generation have been inspired by somewhat different ideals, and the College has been exceptionally fortunate in its members and teaching staff. In a smaller centre of population it would be virtually impossible to maintain, for so long a period, a supply of volunteer teachers. The nearest example of a similar enterprise is that of Morley College, whose original constitution and methods closely followed those of the Working Men's College. In recent years whilst preserving as far as possible the common life of a college, changes have been made by introducing a stronger professional element in the teaching staff of Morley College. University Exten-

sion Lectures and University Tutorial Classes have been grafted on to other features of the curricula provided, and the College serves as a centre for many forms of adult education in the neighbourhood. It is thus a less self-contained institution than the Working Men's College. Accepting the financial aid of the Education Authority it is more definitely a part of the public provision of facilities for higher education, and in many respects serves as a model for the later enterprise of the London County Council in the shape of Literary Institutes organised directly by the Authority.

29. The establishment by the London County Council of a number of Literary Institutes in 1919, after an interrupted period of experiment on a small scale, is one of the landmarks in the development of adult education, and, together with certain later developments, is of great significance for our inquiry. It suggests at least two interesting questions. The first is, what types of educational activity can be successfully carried on directly by the Local Education Authority? The second is, what are the possibilities of institutions as distinct from separate classes or even groups of classes? Considering first the Literary Institutes, some ten in number with about 5,000 students enrolled in them, it is evident that they have demonstrated the ability of a public authority to take part in the direct provision of adult education. It is evident too that these institutes appeal to sections of the public which have not been attracted by the voluntary bodies. The students are not drawn, for the most part, from organised bodies, but come singly or in small groups from the general unorganised public. They come mainly because they have an intellectual interest in such subjects as Literature, History, Music or Art, or in what is sometimes called "modern thought," which may or may not develop into the pursuit of philosophy. London produces large numbers of men and women between the ages of 20 and 40 who, having received a good elementary education followed often by some secondary or commercial education, desire to avail themselves of opportunities of general culture. It is to this section of London's workers that the Literary Insti-

tutes make their strongest appeal. The subjects which attract them are well represented in a statement, quoted below, of the courses taken last session in a typical Institute.

<i>Subject.</i>	<i>Number of Courses.</i>	<i>Number of Students.</i>
Architecture, Appreciation of	2	21
Art, Appreciation of.	3	54
Civics	2	65
Country Dances and Folk Songs	2	42
Debates (Current Events and Economic Problems)	1	15
Economic Problems and Current Events..	2	30
English Studies (The Art of Writing) ..	2	32
Elocution and Drama	2	52
Eurhythmics	2	45
Elocution	6	101
French (Conversation)	3	78
French	4	69
History of London	2	147
Italian (Language and Literature).. ..	2	28
International Problems	1	14
Literature	2	33
Literature (Cycle) English Drama	2	29
Literature (Modern Drama)	2	34
Logic	1	19
Music, Appreciation of	4	54
Music, Choral	3	81
Music, Instrumental (Violin)	2	35
Music, Orchestral	2	47
Music, (Sight Singing and Harmony) ..	2	28
Music (Vocal).. . . .	2	72
Physical Exercises (Women)	2	66
Psychology	2	26
Poetry and Song	1	30
Public Speaking and Debates	1	15
Philosophy	2	25
Total	66	1,387

30. It is worthy of note than an analysis of the subjects taken in the classes organised by the voluntary bodies in those parts of the country in which these bodies are acting as the sole or the main purveyors of adult education reveals a steady increase in the range of the subjects. Instead of, or in addition to the study of economics and social problems, the demand for Literature, Music, the Drama and other arts asserts itself. It is clear, therefore, that the London Literary Institutes with a curriculum in which these subjects predominate are meeting a spontaneous demand. If other Local Education Authorities enter upon a policy of making direct provision for adult education, it seems that it is in this direction that they will be most likely to succeed.

31. The establishment of the Literary Institutes was a direct and natural development of the policy of the London County Council from the non-vocational work previously carried on in a large number of its schools and evening institutes ; but completely new ground was broken when in 1920 the Authority ventured upon an experiment of a different character by creating in existing school buildings a number of Men's Institutes, a name adopted apparently to avoid any definite implications.

32. These Institutes have lately been the subject of a descriptive report by His Majesty's Inspectors (now published as Educational Pamphlet No. 48)*, and we quote at considerable length from that report in the belief that the experiment which it describes has a significance at many points in relation to the problem of organising adult education for large sections of the population throughout the country.

33. "The adult education movement" it runs, "has passed through many phases and has embraced many different objects. Almost every political, religious, and social movement of modern times has perceived the necessity of organising educational activities in furtherance of its

* His Majesty's Stationery Office. Price 3d. net.

objects. Universities and public authorities have also from time to time extended their functions in ways which have brought higher education within the reach of an ever-wide public. The desire in some quarters to stress the study of subjects with a direct bearing upon political and social problems has attracted those whose interests were primarily concerned with social movements, and has at times tended to identify adult education with sociological studies. The wider public, however, has never confined itself to these interests, and the step taken a few years ago by the London County Council in creating a number of Literary Institutes proved that the general demand for the more purely "cultural" subjects of literature, music, art, history and science far outweighed the more specialised interest in economic and political studies. But whatever the type of interest to which appeal has been made, almost all previous enterprise in adult education has aimed at reaching the more intellectual sections of the community. It has always been *higher* education that has been offered. The novelty and the significance of the experiment which is the subject of this report lies in the fact that another side of the problem has been considered. It can hardly be denied that there are large numbers for whom *higher* education is impossible; but they have other needs, and to neglect them is to leave unsolved one of the most serious problems of a great city. The knowledge that in such districts as Bethnal Green, Battersea, Deptford and Southwark thousands of working men were unaffected by any of the educational movements of the time, suggested, in the light of experience gained both by previous efforts and in other fields of education, that a different approach was necessary."

34. "The starting point of the new Men's Institutes was the frank recognition that outside all the existing institutions and organisations there was a mass of men who, except that they had once passed through the elementary schools, had remained untouched by any educational influences. Their whole mode of life, habits, outlook, tastes

and prejudices made it unlikely that any of the recognised forms of education would attract them or be of much use to them. All efforts to organise education for adults are necessarily selective ; but by appealing to the intellectual, or to the exceptional individual, they leave large numbers unaffected. Setting aside as futile any attempt to stimulate interest in higher education, the problem was to discover any common interests which could serve as a basis, or even as a starting point, for any educational effort. Vast numbers of men in those parts of London occupied exclusively by working people, especially the unskilled, had remained unaffected by any previous appeals. Among them were many who had returned from the war where they had displayed those characteristics which aroused the admiration of the nation but which did not necessarily fit them to become students. Others were younger people who had passed through adolescence during the years of the war. The restraint and discipline involved in any process of education would be peculiarly irksome to the people who stood most in need of it, and there was little incentive of any kind for them to submit to restraint or to make the effort to learn anything. The lack of interest, the absence of any definite objective, even more than the defects of previous education, constituted a serious obstacle. In the previous experiment of the Authority, the establishment of the Literary Institutes, it was largely a matter of organising facilities for a public that was ready to take advantage of them. Here the problem was to discover any means by which a beginning could be made. It may be asked, why offer education to people who do not want it ? The best answer is to be found in the work accomplished by the Institutes in the few years of their existence. Some thousands of men have been taught how to use their leisure to better advantage ; they have discovered new interests and new powers in themselves."

35. " At the outset it was impossible to define with any precision the aims of the new Institutes. The nature of the demand—if it can be called a demand—had to be explored.

No one could predict what shape the work would assume, for it was a new class of people whose needs were to determine the scope of the enterprise. A large discretion had to be left to the organising Heads, for their task was one of the greatest difficulty, requiring tact, sympathy, resourcefulness, untiring energy and patience. They had to establish relations with men who were apparently indifferent to all forms of education and even suspicious of the good intentions of any public authority ; and they had to seek suitable teachers for any subject in which an interest could be aroused. Advertisement had to be done chiefly by personal visits to workshops, trade union meetings, local gatherings of any and every kind. It was difficult to induce men to attend at all, and it was equally difficult to provide them with the kind of instructive occupation that would retain their interest. Facilities for physical exercise in a gymnasium, boxing, games, and workshops for the pursuit of simple handicraft provided a starting point in some of the least promising neighbourhoods. Anything of the nature of academic instruction was shunned. The "library" was avoided ; the magazines provided remained almost unread. The first six months was an anxious period. All that had been proved was that there was need for a tremendous effort on new lines if education in any form was to become an influence in the lives of this section of the community. Within a year or two, however, the perseverance and faith of the organisers began to be rewarded. "Clubs" and "societies" were formed to enlist the activity and loyalty of the members. Courses which failed to attract when announced as "lectures" succeeded when transformed into the "B. . . . G. . . . and District Society." By the end of the third year most of the Institutes had firmly established a large and miscellaneous group of classes, and had become centres of the social life of the neighbourhood."

36. "The spectacle presented by the Men's Institutes, after five or six years of steady work on the part of organisers and teachers, and wise direction on the part of

the Authority, is a complete vindication of the wisdom of the experiment. Hundreds of young men who would otherwise be "running to seed" are submitting to the healthy discipline of physical training, and are learning to conduct their contests in a spirit of true sportsmanship. Hundreds of men of all ages, amongst them many young married men, are practising handicrafts such as home carpentry with a persistence which must react beneficially upon their character. Incidentally the practice of such a hobby by men whose daily work is often of a casual nature induces a feeling of self-respect and a pride of achievement hitherto lacking in their lives. In every Institute men are learning the possibilities of rational employment of their leisure. Activity is the key-note. Music appeals to them if they can take part in making music. Hence every Institute has its "band," and after the first year or two its orchestra, with subsidiary classes for learners. Hobbies of many kinds are cultivated. Photography is studied under the guidance of an expert, and the chemistry of photography arouses an interest in the wonders of science. Interest in "wireless" gives an opening for classes in elementary physics. Interest in motors brings groups of young men, some of whom are engaged as drivers in the day time, to classes in "petrol engines" and kindred branches of the science of engineering, all conducted on a simple and practical plane. Even Horticulture finds a place in one or two Institutes, and Poultry-keeping and the Care of Animals is supported by large groups who form their own "societies" for the promotion of scientific breeding and for the discussion of all questions bearing on their hobby. Every Institute has its "library" with a teacher whose talk about books and whose advice on reading take the place of the more formal lectures on literature familiar in institutions of another type. Interest in certain popular aspects of science has been aroused, and several Institutes support classes in which experienced teachers expound and illustrate the elementary principles of physical science, biology, etc. Classes for the study of economics, or social problems and

current events are not, as a rule, a strong feature although each Institute has one or more of these. The only language for the study of which any spontaneous demand is made is Esperanto. Several such classes are well attended by students who correspond with their friends at home and abroad. A few classes in drawing and painting provide an outlet for the artistic instincts of a number of young men who have not found their way into Art schools. For the most part they delight in copying, and in some instances display remarkable powers. Several successful attempts at dramatic representation have been made, but probably the absence of women is too severe a handicap in this form of Art. In most of the Institutes successful courses in "First Aid" have been held from year to year since the beginning or from the second year."

37. "From what has been said it will be apparent that to judge the Institutes merely by their academic achievements would be to mistake their whole value and purpose. They are a civilising agency in every district in which they are placed. They prevent moral and intellectual wastage among a class living in some of the least favourable surroundings of urban life, employed for the most part in low-skilled manual and even casual employment. They have inspired confidence and respect for a public authority among many who previously regarded education as at best a bugbear. The helping hand of the Institute has by this time evoked expressions of gratitude. What has made this new venture in adult education so valuable is the combination of several features usually so difficult to bring together. The aimlessness of a mere club is avoided by the presence of actual pursuits organised by experienced teachers. On the other hand, the element of club life is there to provide social amenities. Intellectualism is not banished; but it is not allowed to monopolise an undue share of attention whilst other important interests are ignored. There is much still to be explored in this new field, not in the direction of pure science or philosophy, but in the discovery of what the average man can make

of his leisure in association with his friends and neighbours with such skilled guidance as can be afforded by a wise and sympathetic teacher."

38. We are fully aware that it would be unwise to draw hasty inferences from the experiment of the Men's Institutes, however successful it may have been in the peculiar circumstances of a very large city. The policy hitherto pursued by most of the voluntary bodies of appealing first to those most capable of profiting by higher education has been justified on many grounds, and it would be a retrograde step to substitute the methods of the Men's Institutes for those of the typical Workers' Educational Association class among those who are capable of pursuing academic methods of study. But we consider that there is room in many of the urban areas at least for similar experiments, and that the Local Education Authorities themselves might explore the need and the possibilities.

III. THE STUDENTS.

39. The London Literary Institutes and Men's Institutes clearly provide for the needs of a part of the population which has not found its way into adult education through the usual channels. The Workers' Educational Association has attracted students in the main through co-operating with national and local bodies which have already brought together people with certain political or social interests. Other voluntary bodies have brought people together through their common interest in religious questions. But the Literary Institutes provide for the needs of people who have literary and artistic interests, and a desire to keep in touch with modern thought, in fact people who consciously or unconsciously desire further culture for its own sake. This motive, and this type of student, are also found in University Extension Courses, and some evidence which we have received suggests that, although

the students are drawn in the main from different occupations, this motive is also dominant in Educational Settlements. The London Men's Institutes on the other hand have attracted a type of student who is not found in the classes at present organised by voluntary bodies.

40. It is impossible to generalise about adult students. Vague assertions are made by various bodies that they provide for the needs of the "working classes," but as no satisfactory definition of "working classes" has yet been evolved, this is not very helpful. Statistics were at one time kept by the Board of Education showing the occupations of students in University Tutorial Classes recorded under the Census headings. The latest figures are those for students entering Tutorial Classes for the first time in the session 1923-24. Of 3,627 students 2,426 were men and 1,201 women. Of these 619 were teachers (196 men, 423 women), 549 were clerks and draughtsmen, 417 (20 men, 397 women) were "retired or not gainfully occupied," 385 were metal workers, 243 were in mining and quarrying occupations, 238 in commerce, finance, and insurance, 207 in transport and communication, and 137 in public administration and defence.

41. There is no available evidence of a statistical character in regard to students attending One-year Courses and Terminal Courses, but there appears to be a general consensus of opinion that the men are drawn in the main from the ranks of skilled workers and clerical workers, while the women are for the most part teachers or engaged in home duties. In the North of England the industrial element in classes is much stronger than in the South where clerical workers and teachers predominate. In rural areas classes are composed of every type though the agricultural labourer is but poorly represented. Of registered students, men predominate in University Tutorial Classes, while in University Extension Courses, One-year Courses and Terminal Courses the numbers are about equal. But some subjects attract more men than

women (*e.g.*, of 8,001 students attending courses in Economics and Industrial History 6,163 were men), while Literature, Music and Art attract more women than men. There was a disposition among our witnesses to regard Economics and Social Science as the subjects most attractive to manual workers, with Literature and Philosophy following closely.

42. The total number of students attending courses recognised under the Adult Education Regulations in 1925-26 was 26,806. If we add all the students in courses promoted or directed by Local Education Authorities, and all students in courses which for one reason or another were not submitted for recognition under the Adult Education Regulations, we cannot put the number of adult students engaged in serious courses of study at a higher figure than 100,000. The population of England and Wales at the last Census was nearly 38,000,000, and of these 24,000,000 were between the ages of 18 and 70.

43. We are bound to admit therefore that adult education has reached only a small percentage of the adult public. That is not to say that its influence has been negligible. The students who have taken advantage of the courses provided have been drawn from the most vital and serious-minded among their fellows, and have without doubt used the knowledge which they have gained through study to the great advantage of the community. But it is a matter for regret that the adult education public should be so small. Moreover it is clear that even the existing body of students has been brought together by the unceasing missionary activity of voluntary and public bodies.

44. We have no doubt that the work of the University Joint Committees and the Workers' Educational Association will continue to progress, and that the number of students willing to undergo the discipline of serious study over a number of years will continue to increase. But it would be futile to expect that all students will ever conform to

the Tutorial Class pattern. What may be called the adult education public is very diverse both in its composition and its needs. As we have already seen, many of those who attend Terminal and One-year Courses are different from those who find their wants met best by the Tutorial Class. The students in the Literary Institutes are different from those in the Men's Institutes. Even the veteran Tutorial Class student does not always want another Three-year's Course. One of the greatest needs of adult education is an organisation of the supply sufficiently diverse and elastic to meet the diverse needs of those who are to benefit by it. It is not a question merely of grades. To regard the Tutorial Class as the goal towards which every student should be directed is to adopt a narrow and conventional view of the meaning of adult education. The fear has sometimes been expressed that the creation of facilities for classes and lectures involving no such strenuous effort or discipline as is aimed at through the Tutorial Class system may weaken the character of adult education, and reduce it to a form of amusement or of a dilettante pursuit. We do not ignore such dangers, but we think that the danger is more likely to come through a confusion of aim than through the creation of different facilities. It is eminently desirable that the standard of aim and accomplishment should be preserved, not only in the Tutorial Classes but in all those types of classes in which definite study is pursued. But we think that there is ample room for many other forms of activity. Courses of lectures whose main purpose is to convey information when given by first-rate lecturers have a value, even for students of the Tutorial Class type. Indeed the lack of general knowledge concerning the main phases of human culture is still a serious defect in the mental equipment of large numbers of students who enter upon specialised courses of Economics or Social Philosophy. On the other hand classes in which the activities of the students are enlisted in the pursuit of hobbies appeal not only to the less intellectual but also to many with artistic gifts.

Participation in an orchestra may be as profitable an employment of leisure as attendance at a class on musical appreciation.

45. In our view there is one central characteristic which can be used to bring the whole matter to a focus, and this characteristic is to be found in many of the more successful experiments in adult education. We have in mind the relations established between the Workers' Educational Association and Working Men's Clubs, the methods adopted by the National Adult School Union, the Educational Settlements Association, the Young Men's Christian Association and other similar bodies, and in particular the London Men's Institutes, where adult education in its most elementary form, and under its most difficult conditions, is being carried on with success. If we study the methods which lead to success there, we are most likely to be in the presence of the essentials of adult education.

46. The activities, according to the report of His Majesty's Inspectors, which succeed in the Men's Institutes are those in which the members themselves take an active part. The "hobby" is prominent. The "teacher" is present rather as a consultant. Thus, classes in "musical appreciation" are less successful than classes of "music makers." "Courses which failed to attract when announced as 'lectures' succeeded when transformed into the B... G... and District Society." In the library, "talk about books and advice on reading take the place of more formal lectures on literature."

47. The central point in the Men's Institute is the combination of the element of club life (with its social amenities) and the organisation of actual pursuits by experienced teachers. In our view the extension of adult education can be most fruitfully considered from this point of view: from the point of view that is of providing not merely lecture rooms, but premises where adult education has a chance of taking the form of community life, the activities being carried on primarily by the members

themselves with the expert in the background ready to provide inspiration, guidance, and advice. We regard this as a central characteristic in all forms of adult education.

IV. BUILDINGS.

48. We will therefore next consider the vital question of premises. A characteristic feature of the adult education movement is that it has no home. Elementary, secondary and university education is carried on in permanent buildings, and with equipment which has at least the merit that it has been specially designed for the purpose. Adult education is almost universally carried on in buildings which have been borrowed or rented for one or two nights in the week ; for the most part the buildings are schools provided with desks which, however well suited to children, are apt to prove uncomfortable to their elders ; the equipment in the form of books and other material has to be transported to and from the school in boxes. But perhaps the greatest disability is that the student cannot look on the building in any sense as a home, or feel any pride of ownership in it. There are some exceptions but in general the adult student is compelled to prosecute his studies under adverse conditions and often in considerable discomfort.

49. We have examined a list of the buildings in which Preparatory Classes, University Extension Courses, One-Year Courses and Terminal Courses were carried on last session, and find that every type of building has formed the temporary, and for the most part unsuitable, home of the adult student. Elementary schools form the largest group, but other schools occur frequently in the list. University Extension Courses are held for the most part in university buildings, public libraries, secondary and technical schools, and church, parish and assembly halls of every type. One was housed in a cinema. Workers' Educational Association classes were held generally in schools or clubs ; the Association organises educational facilities for affiliated bodies, many of whom have lodges or offices. The distribution of

classes in the North Western district of the Association is typical of other districts ; 31 classes met in elementary schools, 22 in technical and secondary schools, 11 in Sunday Schools, 6 in club premises, 5 in premises belonging to the Association and the remainder (one or two in each case) in the university, university settlement, mechanics institutes, co-operative premises, town hall, public library and village institute. The Educational Settlements Association classes were nearly all housed in Settlement premises. The National Industrial Alliance used many buildings other than schools, such as the Alliance offices, welfare and social quarters of works and offices, institutes, a temperance hall and a hotel. The Y.M.C.A. work is almost exclusively carried on in buildings either owned or rented by the Association. In the larger centres it is the usual practice to reserve certain of the accommodation for educational purposes. The National Adult School Union uses as great a variety of buildings as the Workers' Educational Association, but a greater proportion of Adult Schools own or rent premises of which they have full possession. The Co-operative Union conducts its educational work generally in premises belonging to co-operative societies, but sometimes in schools, Sunday Schools, churches and chapels.

50. Where Local Education Authorities provide special institutes for adult education as in London, there is usually a greater permanency of tenure, and the buildings used are more often well adapted for the purpose. The London Literary Institutes, for example, are housed for the most part in Secondary School buildings. The same building is used throughout the session and from year to year, and the Institute has the use of the whole building and not merely one room in it. A student can feel that the building is, and will continue to be, a centre of adult education in his neighbourhood.

51. Before we turn to the question of permanent buildings, and the means of acquiring them, we have certain views to put forward on the relative merits of the temporary

and makeshift buildings which are, and must remain for many years, the homes of most classes. Elementary schools are often, as at present furnished, most unsuited to adults. The desks induce cramp, the lighting is often deplorable especially in rural areas, because it has been assumed by the managers that the school children will never be there at a time when lighting is needed. We are informed by one District Secretary of the Workers' Educational Association that in his area some tutors have been known to provide electric torches for the purpose of seeing their notes. Nor is the atmosphere congenial; many adults have an aversion to the idea of "returning to school," and it is difficult to create a sense of being at home as in their own club. Unfortunately in very many places there is no public building which can be used for the purpose of a class other than the elementary school; the other buildings being private houses or halls which are normally used for denominational or political purposes are not regarded by the local organisers as "neutral ground." Secondary and technical schools are much more suitable, as they are usually much better housed and equipped. University and college buildings are not often used, but we consider that they are more suitable, and their use should be encouraged. It is most desirable to get the students into the university, and the university atmosphere, if by any means this can be arranged. Public libraries are suitable where there are lecture rooms, or other rooms which can definitely be set aside for the sole use of a class on one evening a week throughout the session. But we are informed that there are, at the moment, legal disabilities which make this difficult. Municipal buildings have certain attractions, and we think that they might be more widely used.

52. Halls and institutes of a non-denominational and non-political character, are not easy to find, and when found are often in a semi-derelict and unattractive condition. Halls, institutes and clubs of a denominational and political character are often in good condition, but their special character presents difficulties in view of suspicions and

prejudices which, however unreasonable, cannot altogether be disregarded. In some degree the same considerations hold good as regards classes in works and offices for the employees of the firm. On the other hand many classes in London are held in government offices, and no difficulty or prejudice appears to have been caused.

53. It has long been recognised that the absence of a permanent home is one of the greatest weaknesses of adult education, and remedies have been sought in two ways. First, certain organisations have been thinking and experimenting in the way of sharing premises while maintaining their special individuality. These premises may be premises specially provided by the local authority. In London the Literary and Men's Institutes enjoy the tenure of buildings which can be regarded as a permanent home, and elsewhere Local Education Authorities are contemplating the provision of specially equipped rooms in school buildings. We greatly welcome such action, but the difficulties are not resolved once the room is provided. There remains the vexed question of control, and this question has already come up in many cases when a village hall has been in contemplation or has in fact been provided. Each voluntary organisation has its own individuality and its own particular contribution to make to public affairs. It is glad to have a home for one night a week, but it would prefer to have a home always open in the evening, and decorated and equipped to suit its own tastes. Some evenings of the week find the village with greater leisure and more in pocket than other evenings, and the voluntary organisation which is successful in acquiring the room on those evenings is an object of jealousy to the less favoured. In this as in other matters most difficulties can be resolved by commonsense and goodwill, and village Social Councils might be useful in composing such differences.

54. Secondly, certain voluntary organisations have determined that they must have a home of their own from the start, and on investigation have found that the expense

is much less than they anticipated. Such has been the experience over many years of the National Adult School Union and the Y.M.C.A. The Workers' Educational Association has a local college or headquarters in certain towns, for instance, Manchester, Sheffield and Chorley. A recent example is the Educational Settlement, which as a rule is based from the outset on the co-operation of educational groups already existing in the locality, and in any case makes its appeal to the community at large rather than to any particular type or group. The buildings have been provided in several different ways, all of which may be of interest to other bodies contemplating a similar enterprise. In no instance has a special building been erected. The majority of Settlements have obtained capacious old residences which have been transformed to provide class rooms holding twenty to thirty people, a lecture room (obtained by throwing two rooms into one), accommodating fifty to eighty people, a common room or lounge, and a small library. In certain cases the upper part of the house is utilised as the residence of the warden.

55. Most Settlements starting in private houses after this fashion, have soon felt the need of a hall in which they may hold public lectures, and give dramatic performances and concerts. They have had to make use of such public halls as can be obtained from time to time. Beechcroft and Bensham have now built halls (which are also equipped as Little Theatres) in the grounds attached to the Settlement houses.

56. Bristol Folkhouse was fortunate in obtaining from the first a three-storey building on College Green in the centre of the city, adjoining the Public Library. This was the Mission carried on by the Tyndale Baptist Church. The Church, which was not satisfied with the work, made a common cause with the local Adult School Union for a reconstruction of the whole enterprise on an educational basis. The co-operation of the University, Local Education Authority, and Workers' Educational Association, as

well as other educational bodies was in due time secured. The premises are now controlled by a Settlement council of the ordinary type, on which the Church is represented. They include a hall and a common room, part of which is open to the general public as a café.

57. Eighteen months ago Letchworth purchased and transformed Skittles Inn, a two-storey building of attractive design standing in considerable grounds. The Bar has been made into a lounge, the billiard room into a large lecture room, and the old skittles alley into a still larger lecture room, which can be made into two class rooms by means of folding doors. There is also a Warden's room and a small class room.

58. Percival Guildhouse, Rugby, is distinguished by having the cordial support in its work of Rugby School. Old Rugbeians acquired a suitable house close to the school buildings and adjoining the Rugby Public Library as a memorial to the late Dr. Percival, sometime headmaster of Rugby and Bishop of Hereford, and placed this at the disposal of the Guild, which is responsible for the upkeep of the premises. The Warden occupies the top flat, the remainder of the house being arranged as Common Room, Library, Refectory, and lecture rooms.

59. It is the universal experience of Educational Settlements that a building which provides for the carrying on of several activities at the same time, and also provides a common room where the members of different groups can meet, is an essential factor in the success of the work. The value derived from the intermingling of students and tutors is great. People who attend one group are attracted to another. Many people come who do not at first know quite what they want in the way of education, but can be steered into the appropriate group. A social atmosphere is created which may be described as characteristic of university students. In the proposal for a Civic College at Letchworth the Settlement has expressed itself willing to

give up its present building and join other educational bodies at central premises, provided it can have a section of its own with a common room and a minimum of two or three class rooms, so that it may maintain its corporate life in a larger body.

60. The lines on which these bodies have proceeded are worthy of study by other organisations. It is particularly worthy of note that in many areas, old buildings, too large for occupation by private owners under modern conditions, can be acquired at relatively small cost. Moreover, while we have no doubt that the more advanced forms of adult education, such as University Tutorial Classes, will continue to prosper whatever the disabilities attaching to the places where they meet, we are clear that for the less advanced forms of adult education, with which we are dealing in this Report, special efforts must be made and special attractions offered. The greater part of the community which at present is not touched by adult education, will probably never be attracted into classes unless they have a club basis, and form an integral part of other forms of self-expression and social life. We believe also that University Tutorial Classes would benefit greatly, if they could similarly be associated with amenities of this character and with community life.

V. COURSES OF STUDY.

61. At one time it was a ground of criticism of the adult education movement that courses of study tended almost exclusively to pertain to Economics and the Social Sciences, and that in consequence students suffered from the disadvantages of having a limited choice of subjects. But this ground of criticism has long since disappeared, and courses of study now range over a wide field of knowledge. In fact the group Economics and Industrial History is no longer the largest group as regards shorter courses. The figures for courses recognised under the Adult Education Regulations in 1925-26 were :—

<i>Subject.</i>	<i>Prepara- tory and Tutorial Classes.</i>	<i>Uni- versity Exten- sion Courses.*</i>	<i>One- Year and Terminal Courses.*</i>
Literature and Language ..	147	33	175
Economics and Industrial History (including Geography).	194	26	162
History	47	23	57
Aesthetics (including Music, Art, etc.).	23	23	25
Natural Science (including Biology).	18	12	18
Sociology	54	1	51
Philosophy and Psychology	82	7	45
Mathematics.. .. .	—	—	1
Total	565	125	534

62. In the London Literary Institutes, as we have seen, the subjects of study are differently distributed, Literature, History and Aesthetics taking a much more prominent place. In the London Men's Institutes the curriculum is again of a very different character, handicrafts, hobbies and Physical Exercises taking a prominent place. A typical Men's Institute last session held 116 courses which were recognised by the Board of Education. Of these, 48 might be described as handicrafts or hobbies, 15 Physical Exercises, 12 Music, 7 First-aid, so that only a minority of the classes were of a character which might be eligible for grant under the Adult Education Regulations.

63. This raises the question of the difficulty of organising courses in subjects not recognised under the Adult Education Regulations. There are several Articles which make it clear that handicrafts and hobbies, and such subjects as play production, are not regarded as within the intention

* It has been explained in an earlier section that these represent part only of the courses held.

of the Regulations, and the high rates of grant payable in respect of courses make this point abundantly clear. Such educational work of a "club" organisation cannot therefore be aided under the Adult Education Regulations, and it would appear that such work can only be maintained effectively by the help of a Local Education Authority. In London and elsewhere Local Education Authorities have been willing to provide handicraft and other classes in clubs and institutes maintained by voluntary organisations. In certain areas Authorities make contributions to institutions, such as Settlements. The difficulty can, therefore, be obviated in either of these ways, if the goodwill of the Local Education Authority is obtained.

64. We asked our witnesses whether in their experience certain subjects of study could be dealt with more adequately in one type of course rather than another, and found that there were no strong expressions of opinion on this point. One witness said :—" The following subjects lend themselves particularly to treatment in short courses and University Extension Courses :—Music, Art, Local History, Biography, Drama. In the case of Music and the Drama, we find that the courses tend to be associated with permanent groups concerned in the practice of these arts, e.g., courses in mining villages of which the local band or choral society forms the nucleus." Another witness said :—" Short courses are not suitable for most sociological subjects, and in most cases are not necessary. The student approaching these subjects usually has a wider experience of life than the average student of the scientific or cultural subject, and comes into the class with a more definite aim. There is therefore more certainty of continuity of study." Such other evidence as we obtained was of the same character.

65. A point of much interest on which we also obtained evidence was the distribution of the activities of voluntary associations between One-year Courses ; Terminal Courses ; short courses and single lectures ; and work other than

courses or lectures such as week-end schools, study circles, handicrafts and musical, dramatic and other societies. Simple training in self-expression is a feature of the work of some associations. This includes speaking in public, committee work, chairmanship and secretaryship, reading aloud, note-taking and leadership of group discussion. It is very difficult to make an accurate estimate of the distribution on a percentage basis, but one District Secretary of the Workers' Educational Association attempted this and gave the figures as :—

- (i) Preparatory Classes and Tutorial Classes, 24 per cent.
- (ii) One-year Courses, 16 per cent.
- (iii) Terminal Courses, 45 per cent.
- (iv) Short courses and single lectures, 10 per cent.
- (v) Work other than courses and lectures, 5 per cent.

In general the work of the Workers' Educational Association lies very much in the organisation of the first three categories. Organised courses on the other hand represent but a small part of the work of other voluntary bodies and practically the whole of the work of the Young Men's Christian Association, the National Adult School Union and the National Federation of Women's Institutes must be placed under (iv) and (v).

66. The Young Men's Christian Association for example in their evidence state that the number of One-year Courses organised last session was four, and the number of Terminal Courses eight, but on the other hand there were more than sixty short courses, and from at least 200 centres reports were received of popular lectures, and of work other than courses and lectures of the character which we have indicated above. Special mention may be made of the success of a type of group discussion known as "fireside talks." Such talks have been organised in at least 250 centres.

67. The National Adult School Union report that only a small proportion of the work of Adult Schools may be

regarded as falling within the category of One-year and Terminal Courses, but in a number of cases Adult Schools seek help from Local Education Authorities for such work. In the most recent (but incomplete) returns available, 107 Adult Schools reported co-operation with the Workers' Educational Association in connection with Tutorial, One-year and Terminal Courses. It is usually found desirable to encourage such co-operation, on grounds of efficiency and economy of effort. Under the category of short courses and single lectures, the Union cannot give exact information, but estimate that not less than 600 Adult Schools arrange such courses and lectures. The main work of the Union lies in the promotion of Adult Schools of which there are 1,500 holding regular weekly meetings, based in the main on discussion of subjects in the Adult School Lesson Handbook. The Union organise also much other work, but particular mention must be made of the Summer Schools, week-end schools and non-residential schools. The last named have hitherto been intended mainly for women who are unable to leave home to attend Summer Schools. The subjects were arranged specially to meet the needs of this type of student and simple treatment was found desirable. In many cases the schools were held in private houses with large gardens.

68. The National Federation of Women's Institutes report that the whole, or almost the whole, of the adult education carried out through Women's Institutes falls into the categories of short courses, or work other than courses and lectures. Much of the work is in the nature of handicraft instruction and is maintained or substantially aided by Local Education Authorities. But in counties in which the Universities do a considerable amount of extra-mural work, courses in the humanities are arranged by Women's Institutes.

69. The question naturally arises whether students who first make acquaintance with liberal education through

these short courses and less formal activities thereby acquire an appetite for longer courses, and pass on in time to University Tutorial Classes. The evidence on this point is conflicting. The evidence from Nottingham University College is of particular interest, owing to the elaborate organisation of the extra-mural activities of the College. The Extra-mural Department organises not only Preparatory and University Tutorial Classes, but also One-year Courses, short courses, week-end schools and single lectures. The short courses (six lectures) are arranged by the Department but are promoted through the Rural Community Councils and the Miners Welfare Adult Education Committee, while the single lectures are for the most part arranged directly by bodies associated with the Department, which helps but does not take financial responsibility for the work. A student in this area finds himself within a comprehensive scheme, and if he wishes to pass from one type of course into a more advanced course, his way is easy, and he is not compelled as in many other areas to transfer his allegiance, so to speak, to another body. The Director of the Extra-mural Department states that in his experience students pass quite normally from One-year Courses into Tutorial Classes, while single lectures stimulate the demand for short courses. The views of the Workers' Educational Association District Secretaries are by no means unanimous, but the general trend of their evidence is that students pass from Terminal Courses into One-year Courses, and that some pass still further on into Tutorial Classes. In Wales this appears to be general, but in England less so. One District Secretary says "The rigid claims of Tutorial Class standards freeze off all but the best students. It is better so." Another observes that "the chief determinant is the amount of 'push' that the Workers' Educational Association can exercise." A third points out that for various reasons women are less apt to pass on to long courses of study. It is also pointed out that many ex-students of Tutorial Classes join One-year and Terminal Courses in other

subjects, so that there is a fairly free passage of students from category to category, and from subject to subject. It is clear that much depends on leadership.

70. The question of the single lecture in adult education requires careful consideration. The single lecture is a good servant and a bad master. In itself it may awaken the interest of the careless to new subjects and lead on to serious study. If, however, organised separately by a purely lecture society, it may well lead to nothing further. It is very important that voluntary bodies for adult education should survey the whole field in their own localities. They will have as their chief aim the encouragement of serious study, but the number who will undertake such study is always likely to be a minority. The large majority of adults need attracting, and the single lecture, properly organised and co-ordinated with other forms of activity, is a most valuable means. The experience of the Gilchrist Trust, extending over more than half a century, has shown that in countless cases single lectures may not only have a direct educational value in themselves, but may lead to the establishment of more permanent work. The aim of every local voluntary body should be both wide and deep. The width can be secured by single lectures, fireside talks, and such like ; the depth by sustained study over a period of years. Week-end schools, dealing with a defined subject of study, are generally recommended as a good means of introducing the more diffident type of potential student into courses of study.

71. It is of course desirable that students should be led on from pioneer work into more intensive work, but in our view the justification for the type of work which we are considering in this Report does not rest on its being preparatory to work of a more advanced type. Some students will pass on, others will remain, not necessarily because they lack the energy for more advanced studies, or are unwilling to undergo the discipline, but because they find in the short courses and less formal activities all that

they desire, or are able to take advantage of, for the fulfilment of their particular needs. We find ourselves in agreement with the views on this question put forward by the Young Men's Christian Association :—"It is sometimes assumed that all activities of the less formal type should have as one of their objectives to lead on to work of a higher standard. In the experience of the Association less formal activities fall into two categories, clear distinction between which appears to be of considerable importance to the future of the movement.

- (i) Activities having as one of their objectives to lead on to more advanced work in a particular subject or range of subjects.
- (ii) Activities such as find their immediate issue in fuller life and citizenship, rather than in the further pursuit of knowledge in any particular subject or range of subjects."

72. Recognising to the fullest extent this broad principle we consider that the possibilities of the various types of courses, other than the now well established Tutorial Class, have not by any means been fully explored. The purposes and methods of the Tutorial Class, excellent as they are in the appropriate circumstances, should not be regarded as the only form by which all other efforts should be measured or the ideal towards which they should necessarily be directed. This important question affects at least two problems discussed in subsequent sections of this Report, viz., the selection of teachers for the different types of course, and the functions of the Local Education Authority in relation to adult education. Short courses may be of many different grades and types, from the lectures which are almost of the nature of an advertising campaign in areas hitherto unacquainted with adult education, or the elementary course in some simple phase of history or literature, or again the courses for the encouragement of recreational or useful hobbies, to the advanced courses in a specific branch of knowledge conducted by an expert for a group of experienced students.

73. In this connection we venture to suggest that the Board of Education should consider, in the light of the developments now taking place and of others well within the range of possibility, the revision of the present Regulations in order to make possible, without prohibitive cost to the organising body, the employment of experienced and highly qualified teachers for courses which may be short, but which call for exceptional skill. One way of overcoming the difficulty of employing full-time tutors on work other than Tutorial Classes, would be that the Board's grant should relate to the salary paid to the tutor, subject to an approved programme, and should not be calculated upon a class basis. We suggest that this should apply to any responsible body recognised for grant purposes under the Adult Education Regulations.

VI. TEACHERS.

74. A problem which has beset the adult education movement throughout its history is that of obtaining the right type of teacher. It is universally admitted that a University training is desirable, but the possession of a degree is in itself an insufficient qualification. We do not propose in this Report to deal at any length with the recruitment, training and remuneration of teachers, as we have already devoted an earlier Report to this subject (Paper No. 2 of the Committee), and we understand that a Joint Committee has been appointed by the British Institute of Adult Education and the Association of Tutorial Class Tutors to explore the matter further. We propose therefore to confine our enquiry to the questions, who are the teachers at present employed in One-year Courses, Terminal Courses and generally in pioneer work in adult education, what are their qualifications, and how can their number be increased in order to meet the ever-growing needs of the movement.

75. We have a great mass of evidence on this subject, and it is by no means easy to give a summary of it in brief form. Each voluntary body recruits its teachers from various sources, while within a voluntary body such as the Workers' Educational Association the practice varies greatly in different parts of the country. Out of the fifteen Districts of the Association we have selected four for the purpose of illustrating the type of teacher employed, and the different sources from which they are drawn :—

76. *The Yorkshire District* replies :—" The classification of tutors in Yorkshire is rather lengthy. We have several university tutors, some of whom are taking one Tutorial Class in addition to a One-year Course, but the list of tutors working this year is :—

Secondary school teachers and masters.	35	All graduates.
Tutorial Class tutors taking internal work and also Tutorial and One-year Courses.	6	" "
Ex-teachers	6	" "
University lecturers	4	" "
University students	4	" "
Ministers	2	Graduates.
Lawyer	1	Graduate.
Nurses.. ..	2	
Organists and Music teachers	12	
Manual workers	30	No degrees but people
Social workers	2	of exceptional ability
		and of great practical experience."

77. *Durham*.—" The type of tutor employed is usually a certificated teacher of the Local Education Authority who has special qualifications in the subject taken by the class for which he acts as tutor. In addition there is a small number of tutors who have qualified to become tutors of One-year and Terminal Courses through having been three

or more years students in Tutorial Classes, taking the subjects these tutors now teach. Several of these tutors have attended Holybrook House, and others Ruskin College."

78. *North-Western District*:—"We aim at a high standard of teaching in the Courses organised under Part III: this session

- 17 One-year Courses are being conducted by university graduates.
- 7 One-year Courses are being conducted by non-graduates but with university experience in the subjects taken, including two ex-Tutorial Class students.
- 7 Terminal Courses are conducted by university graduates.
- 6 Terminal Courses are conducted by non-graduates but certificated teachers.
- 4 Terminal Courses are conducted by others including two ex-Tutorial Class students."

79. *South Wales* which organises 29 One-year and Terminal Courses reports that four of these courses are taken by tutors employed also in University Tutorial Classes. Six are elementary school teachers; nine are Ministers, of whom two are Catholic priests; eight are ex-students of Tutorial Classes.

80. In the *North Wales District* the information given is not of a statistical character, but the views expressed by the District Secretary are of considerable interest: "The tutor should be well qualified academically and should be if possible a university graduate with honours. Young graduates engaged on research in modern subjects have proved very successful as tutors in this District. The most important qualification of all is that the tutor has ability to make contact with workers; unless the tutor possesses this quality no amount of scholarship will carry him to success."

81. It appears therefore that as regards these typical Districts the Workers' Educational Association is relying almost entirely on people who are not employed full-time in the teaching of adults, and who are not normally employed in University Tutorial Classes. In certain districts, however, the Association is now appointing full-time tutors, and has been so fortunate as to obtain a grant from the Carnegie Trustees for this purpose. In the countryside a nucleus of full-time tutors is indispensable for the full development of the work; in urban areas such a nucleus, if not indispensable, is of very great assistance.

82. As regards part-time tutors it is clear that there are many men and women in this country whose education, training and tastes fit them for work of this character. Secondary and elementary school teachers, particularly now that many of the latter have university degrees, have often devoted much of their leisure to those studies which are most attractive to adult students; professional men and ministers of religion have often the requisite qualifications; and there is an increasing class of workers in commerce and industry, who have passed through University Tutorial Classes, have discovered an aptitude for teaching, and have obtained special training for the purpose at Summer Schools and at Holybrook House. From the earliest days of the Workers' Educational Association, attempts have been made to recruit students for the teaching of classes. One of the earliest University Tutorial Classes in Staffordshire practically formed itself into a band of missionaries of adult education, and conducted classes and study circles on a voluntary basis throughout North Staffordshire. The Catholic Social Guild maintains a large number of study circles in this manner.

83. In saying that the field from which teachers of One-year, Terminal and less formal courses can be drawn is large, we do not wish to suggest that the work is easy, or that it does not require high qualifications. We think it desirable that the same type of teacher should be employed

in these courses as in University Tutorial Classes, and that arrangements should be made whereby Staff-tutors appointed for extra-mural work by the Universities should be enabled to devote part of their time to less formal work, not only in the interests of the work, but also in order to provide a variety of occupation for the tutor and to ensure that he keeps in touch with all phases of the adult education movement. This is the practice to some extent at certain universities and university colleges. At Nottingham University College, for instance, the same type of tutor is employed in University Tutorial Classes and in One-year Courses. Six tutors are taking courses of both types. "For pioneer courses" the College state "we have made a very careful selection of lecturers, having regard to academic qualifications, personality, and lecturing ability. We started out on the principle that only the best lecturers were good enough for this difficult work." In this we agree. Much depends upon the nature of the particular pioneer course. Not only personality and temperament, but expert knowledge and experience are called for in handling subjects of a controversial nature. But not all pioneer courses are of this difficult type, nor are all One-year and Terminal Courses necessarily pioneer courses. There is room for the employment of teachers with diverse gifts and qualifications. The chief danger to be guarded against is that of teachers who are insufficiently equipped embarking upon ambitious courses with raw students.

84. The point made by the Secretary of the North Wales District is of vital importance. It is of course true that unless a teacher has the requisite personal qualities, scholarship will not carry him to success. It has been alleged that one of the major difficulties of obtaining teachers is that those who understand a working class audience have usually not an adequate knowledge of the subject, while those who have adequate knowledge often do not understand a working class audience. Indeed, it has been suggested that the only people who are qualified to undertake work of this character

are those who have themselves been engaged in industry from an early age. We do not share this view; we think that the whole history of adult education disproves the alleged inability of manual workers to co-operate with tutors with an experience other than their own. Further there is a bond of union between men which is based on something higher than agreement on political and social issues. Elsewhere we notice a tendency to use the word "academic" as a term of abuse, the implication being that academic studies are dull and divorced from the practical affairs of life. Words change their meaning in the course of years, but we hope that the word "academic" will still be used to express an attitude of mind admirably stated in the Report of the Adult Education Committee in 1919. "Without presuming to define what is meant by "University standards," it is, perhaps, true to say that the essence of the best academic spirit is a willingness to face facts, to discard cherished theories when fuller evidence no longer makes them tenable, to suspend judgment upon matters upon which certainty is unobtainable, to welcome criticisms and to hear difference of opinion with tolerance."

85. In those voluntary bodies where the work mostly takes a form other than that of One-year and Terminal Courses, voluntary leaders take the place of paid teachers for most of the work. The memorandum submitted by the National Adult School Union states that for short courses and single lectures "the types and qualifications of lecturers vary widely, ranging from university tutors, trained teachers, and professional men and women to working men and women who have studied particular subjects, but who have no special tutorial qualifications." In the weekly Adult Schools, which form the major part of the Unions' work, "leadership in discussion of these subjects is undertaken by men and women drawn from nearly every social grade, and usually by those who are members of Adult Schools." The leader is in a sense a chairman rather than a teacher, and indeed the method

of the Adult School was described to us as "going into Committee on points of public interest." The Union employs a small peripatetic staff on a full-time basis for special pieces of work, such as summer schools, week-end schools, and the training of leaders.

86. The National Federation of Women's Institutes obtains its instructors from a variety of sources. The memorandum submitted by the Federation runs:—"For technical subjects (other than handicrafts) the type of instructor employed is, as a rule, a member of the County Council staff or an individual who is a professional free lance instructor, usually trained by some recognised body (e.g. The National Training School of Cookery and other branches of Domestic Economy). For handicrafts the majority of teachers employed are Women's Institute members trained at the National Federation Handicraft Schools provided through the special grant made for the purpose to the National Federation by the Development Commission, and holding National Federation Proficiency and Teaching Certificates. Such teachers are in many counties recognised by the County Councils as duly qualified to instruct state-aided classes. For health subjects, instructors are chiefly obtained through the British Red Cross headquarters, which employs a special staff of qualified lecturers for the purpose of giving courses in Women's Institutes; single lectures on health subjects, as well as courses, are also obtained through County Red Cross Branches, Medical Officers of Health and qualified doctors and nurses resident in the counties. Instruction in the humanities is obtained in various ways, e.g. from individual lectures, through the Workers' Educational Association, through the Universities, and through County Council Education Committees. In some counties the selection of instructors for state-aided classes organised by Women's Institutes is left by the County Councils entirely to the County Federations of Women's Institutes concerned. In some counties full advantage is not taken of the instructors offered by the County Council, because

these instructors have not, in addition to their expert knowledge, the experience which enables them to handle satisfactorily an audience of country women."

87. The position of Educational Settlements is very different from that of other bodies. A Settlement has a permanent home, and a full-time warden, who is in a sense chief tutor, in some cases also a sub-warden. There are eleven full-time wardens, of whom nine are graduates, one is a woman who took a full honours course at Oxford before degrees were granted to women, and one spent two years at Ruskin College, and one at Woodbrooke. The part-time staff is mainly drawn from trained teachers or graduates. The Educational Settlements by their nature are able to give some training to prospective wardens and tutors, by the award of bursaries enabling such men and women to live at a Settlement for a year and to take part in the teaching and other activities of Settlement life. On this point the experience of the Settlements is illuminating:—"The value of this scheme" their evidence runs, "is that a man or woman is tested before being given very responsible work, and though no bursary has been given to anyone who did not show some signs of being suitable, the period of work at the Settlement shows whether or not the individual has the temperament and is otherwise equipped for adult educational work. The Association, of course, does not regard this scheme, in its present form, as adequate. It needs to be supplemented by some form of definite study, whether of psychology and teaching method, or of the history of adult education itself and its social background, or by further study of the subject in which the person concerned has graduated, from the special point of view of teaching these subjects to adults. This is a need which so small a body as the Association cannot very well meet by itself. If any such opportunity of further special study and training is to be given, it should be after the year or two of actual experience, such as the bursary scheme provides, and not immediately after graduation."

88. We concur in the view that permanent appointments as tutor of adult education courses should not normally be given to men and women who have just graduated. Often a young graduate has social enthusiasms, which lead him to this work, but after a year or two he finds that his interests lie in another direction, or that he is temperamentally or physically unsuited to the kind of life which a full-time tutor is compelled to lead. It is better, where possible, that a young graduate should find other employment, and should devote only part of his time to adult education work, until he has proved his capacity. If he can take up his residence during his period of probation in a Settlement or a Club, so much the better.

89. For part-time teachers also a period of training is of value. It must at present be given during the teacher's brief yearly holiday at a Summer School, such as Holybrook House, or one of the University Joint Committee Vacation Courses, or under the special arrangements made by the National Adult School Union. In Wales special arrangements of an interesting character are contemplated at Harlech College. This College has recently been opened as a residential college for adult education. Conferences of tutors will be held there, and special training will be given to tutors in courses lasting for one term and at a Summer School. These schools have often been the means by which a Tutorial Class student, for instance, has discovered his aptitude for teaching, and it is desirable that opportunities for teaching practice should be made a normal feature of such schools. We contemplate moreover that Tutorial Class students and others, who have been enabled to spend a period at a university under adult scholarship schemes, will have the requisite training and qualifications which will enable them, if they do not become full-time tutors, to be of great assistance to the adult education movement in their leisure. But though we consider training for part-time teachers to be desirable, we realise that the fluctuating character of the demand for courses necessitates the appointment of teachers at short notice, and by rather

haphazard methods, and that it is impossible to eliminate the ancient method of "trial and error" in making appointments.

90. Some evidence which we have received suggests that the machinery for the appointment of teachers of One-year Courses and Terminal Courses is not everywhere satisfactory. The university representation on the University Joint Committees ensures that the academic qualifications of tutors appointed to take Tutorial Classes are scrutinised by persons competent to judge the precise value of those qualifications. But there is a real danger, and a danger which in certain areas has become very evident, that where the Committee or Association promoting One-year and Terminal Courses has no university representatives, teachers may be appointed with inadequate academic qualifications, and regard may be paid to considerations which from an educational standpoint are quite irrelevant. University Joint Committees were appointed of an equal number of representatives of the University and the Workers' Educational Association, because it was recognised that each party had a body of experience which was essential in any scheme of adult education. The representatives of the University should have an expert knowledge of the teacher, the representatives of the voluntary body an expert knowledge of the student. For precisely the same reason it is desirable that there should be representatives of a university on bodies promoting One-year and Terminal Courses.

VII. SPECIAL PROBLEMS OF THE COUNTRYSIDE.

91. The particular difficulties attendant on the organisation of adult education in the countryside formed the subject of a Report by this Committee (Paper No. 3)* in 1922, and it is a source of great satisfaction to the Committee that so many of the difficulties have been removed, and

* His Majesty's Stationery Office. Price 6d.

so much development brought about, by means which were suggested or endorsed in that Report. In particular Rural Community Councils have multiplied under the stimulus of the National Council of Social Service and the Carnegie United Kingdom Trustees, and in many counties have consolidated their position and have greatly extended the range of their work. After reviewing our previous Report we see no reason to modify the principal conclusions there stated :—

- (i) that in each county there should be a Rural Community Council ;
- (ii) that a nucleus of full-time teachers whether provided by a university or a Settlement or some other body is essential ;
- (iii) that the necessity in adult education of proceeding from the informal to the formal applies with particular force to the countryman.

92. Since the issue of our Report developments along these lines have been particularly marked in the South Midlands and East Midlands. In the South Midlands the educational work centres in Oxford University, but the University was not the prime mover and came in at a later stage. In the East Midlands the educational work centres in Nottingham University College, and the College can well claim to have been the prime mover. It will be interesting therefore to study how by different paths the same goal has been reached.

93. A resident Organising Secretary for Education was appointed by the Young Men's Christian Association after the war for work in Oxfordshire, Berkshire and Buckinghamshire. After a time it became impossible for the Young Men's Christian Association to bear the whole cost of this work, and for four years the Oxfordshire Rural Community Council paid one-third of the Organiser's salary, and £100 a year towards transport, on condition that the Organiser's services, and transport, were available for all constituent societies. At the end of that time, so

large and constant a demand for systematic adult education had been created, that the University of Oxford took over the responsibility. The Extra-mural Delegacy appointed the same Organiser as their full-time Resident Tutor for Oxfordshire, Berkshire and Buckinghamshire, with an Assistant Tutor working under him, and a considerable number of lecturers giving courses, both pioneer and of a more advanced type, in villages.

94. The usual method now adopted is for the voluntary organisations represented on the Education Group of the Oxfordshire Rural Community Council to provide their own initial popular lectures, and as soon as there comes a demand for systematic teaching to pass this on to the Delegacy. In many cases the same lecturers are employed in both instances, and there is the closest possible co-operation. The Hon. Secretary of the Rural Community Council is a member of the Extra-mural Delegacy and of its Committee for Oxfordshire, Berkshire and Buckinghamshire, and the Red Triangle Federation is affiliated to the Southern District of the Workers' Educational Association and, on the nomination of the latter, is represented on the University Extension Lectures Committee and on the Delegacy itself. The Women's Institutes are also in close touch, and in addition to the courses in handicrafts which they themselves organise under the Local Education Authority they are at the moment engaged in organising short courses in subjects of general education under the Delegacy.

95. While all the credit for the foundation of this work lies with the Young Men's Christian Association and the Workers' Educational Association (who had a few scattered classes in the three counties) it is fair to say that but for the Rural Community Council it might have lapsed. The formation, at a critical moment, of a Committee representing all educational interests in the County, and the retention of the Organiser and his being placed at the disposal of all the organisations concerned, saved the situation, and gave the work an impetus which enabled it to achieve a sufficient

measure of success to justify the University in taking it over. In the result the provision of courses in such subjects as Literature, Economics, History and Sociology in this area has become remarkable both in the number and in the quality of the courses.

96. In the East Midlands area Rural Community Councils have been established in Nottinghamshire, Leicestershire and Derbyshire, with a Joint Council at Nottingham to provide for co-operation between the three counties. The Councils were set up with the co-operation of all the voluntary bodies concerned and of the statutory bodies in the area, which have contributed liberally to their support. Two representatives of each Rural Community Council are appointed to the University Extension Committee of the Department of Adult Education of the College. The relations established are therefore particularly close. The Department, as we have indicated in our section on *Courses of Study*, relies on the Rural Community Councils for the conduct of much of the pioneer work in the rural centres in preparation for the University Tutorial Classes and other advanced courses promoted by the Department, and gives much assistance in the way of recommending tutors and preparing outlines of courses. In 1925-26 the number of pioneer courses under the auspices of the Rural Community Councils was 28, comprising 186 lectures.

97. Elsewhere Rural Community Councils are doing much work for adult education, but the precise organisation adopted naturally varies with the area. Gloucestershire, for instance, has co-operated with the University of Bristol in appointing a resident tutor for country work and pays part of his salary. In other areas the Community Councils have been particularly successful in arranging panels of teachers willing to give part-time services and in providing means of transport. Moreover the existence of a Community Council gives an element of stability to the adult education work. The lack of this element has played havoc with many well-intentioned schemes in the past. We consider

now, as we considered in 1922, that Rural Community Councils and the appointment of full-time tutors can do much towards the solution of most of the problems of rural adult education. The arrangements for making such appointments must naturally take account of the varying circumstances in different counties, but we think that the most satisfactory arrangement, if it can be made, is that the tutor should be a member of the extra-mural staff of the University most interested in the county.

98. Rural Community Councils, though growing in number, are to be found in a minority only of counties, and it is necessary to consider how far the principles which we have set out are capable of application to counties which have not, and are not soon likely to have, such Councils. In such counties there are many difficulties which must be overcome before any scheme of adult education can prosper. We have recounted these difficulties in our Report of 1922. Rural communities are slow in formulating demands. There is also an undoubted diffidence on the part of the countryman in the matter of education, which is based not on a lack of intelligence, but on a long tradition of economic dependence, and the inevitable deficiencies of an elementary school, where a single teacher struggles with several age groups. Continuous missionary effort has established adult education in urban areas; yet greater efforts are needed in rural areas if this diffidence is to be overcome. The comparative isolation of the village community also makes it difficult to establish, or to maintain, touch with such activities as do exist. Moreover, it is more difficult to form a group for any object in a village of 300, than in a town of 3,000 inhabitants, and even if the cost of educational provision were in other respects the same, the cost per student is naturally greater in a small group. When the cost of transport, with the frequent necessity of providing hospitality for the tutor, is taken into account, it is inevitable that the expenditure in relation to the number of students should be very high as compared with that in urban areas, and that the tendency to spend money where the biggest

return is produced, should operate. Moreover, certain districts are not served by a railway, and in others the trains run at inconvenient times making transport not only prohibitive in cost, but impossible for any but a full-time tutor. In those parts of the country which are not in the vicinity of a university, the supply of suitable tutors is a greater problem than in towns. These difficulties have, to some extent, been overcome by Rural Community Councils, which have undertaken the necessary missionary efforts, and by the pooling of resources in such matters as transport, and by establishing close relations with the Local Education Authority, have made possible widespread schemes of adult education in the countryside. In the absence of a Rural Community Council, no single voluntary organisation, so far as we have been able to ascertain, has been successful in overcoming those difficulties.

99. The universal establishment of Rural Community Councils is, however, unlikely to be attained for many years. The existing Councils have derived a great part of their resources from the Carnegie United Kingdom Trustees, who, however, have limited their experimental help in the first instance to certain Counties. New Councils are being formed without grants from the Carnegie United Kingdom Trustees, but financial difficulties make the growth of the movement slow. Accepting the position therefore that there will be for many years no such co-operative organisation in many counties as is denoted by a Rural Community Council, we desire to support most strongly a development which has been brought about, in the main, by Rural Community Councils, but can achieve considerable measure of success in their absence, namely the appointment of full-time tutors. The Carnegie United Kingdom Trustees have provided funds for three such appointments under the aegis of the Workers' Educational Association. We hope that Local Education Authorities will take a similar step in their counties. Such appointments can be made in two ways. The Local Education Authority may contribute liberally to the funds of a university or voluntary body in order to

enable that body to appoint a full-time tutor. Alternatively, the Authority may appoint a full-time tutor on its own account, and place his services at the disposal of all the voluntary bodies in the area. In the latter case, some co-operation between the voluntary bodies must be arranged by negotiation.

100. This co-operation in the use of full-time tutors is made much more effective if at suitable points in a rural area the available staff is concentrated, as for example at Letchworth or Welwyn Garden City. The Letchworth experiment has shown not only that a small town is the most natural and convenient centre of supply for villages within a ten or fifteen miles radius of it, but also that a strong Students' Association can be developed, with the result that town and village are brought into close and friendly relationship. It is hoped that the work now begun at Welwyn Garden City will grow into a Settlement on lines similar to those followed at Letchworth, and that possibly a third centre may be established on the other side of Letchworth, so that the experiment may be extended by co-operation between the three to a considerable portion of the County. The difficulty in dealing with village groups is often that the villages are too far from a university or from other large towns to enable tutors to get to their classes without very disproportionate expenditure of time upon travelling. If the smaller towns can be regarded as the natural centres for the work of full-time tutors, transport is more easily arranged, and the tutors, whether working from an Educational Settlement or from any other comprehensive organisation, are able to enlist the help of part-time tutors, voluntary or paid, whose main employment is in the town where the tutor resides. In many small towns several potential part-time tutors may be found, but for lack of the stimulus and guidance and even the measure of training that a full-time tutor can give, their services do not become available; often indeed the demand for those services is lacking until the work of the full-time tutor evokes it.

101. Since our Report in 1922 the County Library Schemes which were at that time in their infancy have greatly developed under the stimulus of grants from the Carnegie United Kingdom Trustees. By 1926, 57 out of 62 counties in England and Wales had adopted the Public Libraries Acts, and although many of these counties are as yet serving part only of their area, and the financial provision hitherto made by most county councils has been inadequate to secure the full development of a library service, the contribution already made to the life of the countryside has been great. But there is still anxiety as to the provision of books in certain areas. This anxiety may be removed by the fuller development of county libraries, and by relations established between county libraries and the Central Library for Students, which should be adequately supported by county councils in respect of the assistance rendered by it to county libraries. We understand that in Wales satisfactory arrangements have been made between county libraries and the National Library of Wales. We do not enter into this question in detail, since it is the subject of a chapter in the recent Report to the President of the Board of Education on Public Libraries in England and Wales.

VIII. THE PLACE OF THE LOCAL EDUCATION AUTHORITY.

102. We have already observed that in the period since the war Local Education Authorities have taken an increasing interest in adult education until at the present time the great majority of Authorities give some form of assistance to the movement. Local Education Authorities can and do help the movement in many ways which do not necessarily involve the actual spending of money. The financial assistance rendered by them falls into four categories.

- (i) The direct promotion of courses in the liberal education of adults.

- (ii) The assumption of financial responsibility for courses promoted by a university or voluntary bodies.
- (iii) The contribution of a grant in aid of courses promoted by a university or voluntary bodies.
- (iv) Contributions in respect of work not aidable under the Regulations (e.g. lectures) and of administrative expenses.

It is necessary to consider in detail each of these categories.

103. The direct promotion of courses is undertaken on a large scale by the London County Council, especially in their Literary Institutes and Men's Institutes which we have already described. It is also undertaken on a considerable scale in Warwickshire and the West Riding of Yorkshire. Warwickshire has appointed full-time lecturers for adult education work. The West Riding has encouraged local Managers of Evening Schools to pay special attention to the needs of adults, but as this is one of many ways in which this county council has assisted adult education we can deal with it more comprehensively in a later paragraph. Eight other counties and twenty county boroughs state that they provide courses in their own evening schools, but we believe that the provision so made is relatively small. Where a Local Education Authority directly promotes such courses, recognition is given by the Board of Education under the Regulations for Further Education.

104. The assumption of financial responsibility for courses promoted by voluntary bodies is a more common practice of Authorities. Six Authorities assume financial responsibility for University Tutorial Classes, nine for University Extension Courses, fourteen for Workers' Educational Association classes, and thirty-three for classes and demonstrations carried on by County Federations of Women's Institutes. As regards the Workers' Educational Association various arrangements obtain, but in general the course is organised

and the tutor suggested by the Association, the Authority accepting responsibility for the payment of the tutor's salary and on occasion providing other facilities. The relations between Authorities and Women's Institutes are yet more various, but in general it may be said that the Course is organised by the Women's Institute while the instructors are either provided by or recognised by the Authority, which pays their salary. More light is thrown on the exact arrangements by the evidence of the National Federation of Women's Institutes which we have quoted in our section on *Teachers*. Where a Local Education Authority accepts responsibility for University Tutorial Classes and University Extension Courses, these courses are still recognised under Chapter II of the Adult Education Regulations; but this rule does not obtain as regards One-year Courses and Terminal Courses. If an Authority assumes responsibility for these, recognition is accorded under the Regulations for Further Education.

105. The contribution of a grant in aid of courses promoted by voluntary bodies is the most common way of assisting adult education adopted by Authorities. We have received the following information on this point :—

<i>Authorities aiding.</i>	<i>University Tutorial Classes.</i>	<i>University Extension Courses.</i>	<i>Workers' Educational Association Courses.</i>
County councils. .	34	21	37
County borough councils.	37	19	38

Moreover, sixteen counties which do not assume responsibility for the educational work of Women's Institutes, give some sort of financial aid.

106. Contributions by Authorities in respect of educational work not recognisable under the Regulations (e.g., lectures) and towards administrative expenses have been under certain conditions permitted by the Board of Education for many years, but the practice is not common. Rural Community Councils and Women's Institutes have

been the principal beneficiaries. In the section on *Courses of Study* we have referred to this as a means by which a "club" organisation of adult education can be facilitated by Local Education Authorities, and we attach great importance to it.

107. It will be seen therefore that the relations of Local Education Authorities and voluntary bodies are most varied, and in practice the variety is greater than a mere statement of the facts suggests. It is, for instance, not uncommon for an Authority to adopt one way of aiding University Tutorial Classes, another way of aiding Workers' Educational Association Classes, and perhaps a third way of assisting Women's Institutes. Moreover, Authorities which accept financial responsibility for University Tutorial Classes may adopt different ways of exercising that responsibility. One Authority may demand a voice in the appointment of the tutor, a second may not, a third may appoint a teacher specially for the purpose of taking Tutorial Classes, or may allow a teacher employed on other work in one of the Authority's institutions to devote part of his time to Tutorial Classes. This variety has been brought about in several ways. Until recently the Board of Education made no public announcement of their policy in the matter. Local Education Authorities were approached by voluntary bodies and treated each case on its apparent merits, in ignorance of the practice in other areas. We do not for one moment suggest that variety is undesirable and that a uniform system should be imposed. In the first place uniformity is contrary to every tradition of local government practice in England and Wales; in the second place, it is most undesirable to disturb arrangements, which have been the subject of agreement between two parties acquainted with the local situation and are working well. But we think it that will be useful to consider the comparative merits of the different methods, and we have studied the methods in certain areas where they have been in operation for some time.

108. The situation in the West Riding of Yorkshire is particularly worthy of examination because this Authority aids adult education in several ways, and has had a long experience of the work. We have a full memorandum on the subject, and inasmuch as there are in it many general observations of importance, we reproduce the major part of it.

109. "One of the most striking features," it runs, "of post-war educational development has been the growth of the demand for non-vocational education for adults in every area where steps have been taken to remove the difficulties ordinarily attendant upon such provision. It is clear that there is a widespread feeling of need among adults for educational opportunity of this kind, but unless suitably encouraged, this finds difficulty in securing definite expression as a demand. Our experience in the West Riding is that in the last few years the need has been mostly felt among serious minded men and women of the artisan and lower middle classes in early maturity, whose formal education ceased after leaving the elementary school. One feels that at the present time there are a number of factors which tend to make adults of this kind more conscious of their requirements, such factors including the wider reading encouraged by the spread of libraries, the growth of civic and political interest including not only those associated with political parties in England, but with international politics arising out of the international discussions and arrangements centring round the League of Nations and the liquidation of the war position, and, further, wider general interests roused in such ways as by the development of broadcasting.

110. "There is no doubt of the reality of the demand, once it is given some encouragement and practical means of expression. Since the Session 1919-20, whilst University Tutorial Classes have fully maintained their vigour and shown a slight increase (from 30 to 33 Classes in the West Riding) the One-year Courses organised in co-operation with the Workers' Educational Association have

increased locally from 15 to over 100 Courses with an enrolment of approximately 2,500 students, and similar courses organised directly by Managers of technical and evening schools now number 94 with an enrolment of about 3,000 students. During the same period there has also been a revival of interest in studies of the University Extension Lecture type and 34 courses consisting of from 6 to 12 Lectures have been aided in the West Riding during 1924-27.

III. "These results have been achieved without any extensive or expensive propaganda on the part of the Authority who have limited themselves to encouraging persons desirous of establishing non-vocational educational work in different localities to make use of the Authority's official machinery, and in particular have invited the Managers of local schools to adopt a sympathetic attitude to such application for provision, whether by way of One-year Courses or Extension Lectures, as they may receive. It would appear indeed that the Local Education Authority for a large area is not quite a suitable instrument for the propaganda work necessary for converting vaguely felt needs into active demand. Such work is best done by bodies more closely in touch with the prospective students. It has been efficiently carried out in a number of cases by local Managers of technical and evening schools, but most successfully in those cases where Managers have been able to get into touch with local societies, clubs, associations, etc., containing people already united by some common bond of sympathy who are prepared to undertake the serious study of some non-vocational subjects. In creating new branches and new associations of this kind, the propaganda work of the Workers' Educational Association has been extremely successful. We work very cordially in co-operation with the Association and have in recent years made a small contribution on the basis of £1 or £2 per Course organised by the Association, towards the expenses of organisation. Besides local Managers and the Workers' Educational Association we have also received valuable

help from the universities and from one of the technical colleges of Yorkshire, from the Educational Settlements Association and, to some extent, from the Yorkshire Federation of Womens' Institutes.

112. " There are two aspects of the work of the voluntary association, firstly, to inspire and formulate the demand for instruction and, secondly, to bring the class and the tutor into contact. We have found that a voluntary body is not as a rule successful in securing these objects if its activities are limited to the formation of one class for one particular village or township. An organisation can achieve success either by covering a large area, as in the case of the Workers' Educational Association, or, if confined to a small area, by covering a variety of interests other than that of class instruction, as in the case of societies in connection with local clubs, local associations and so on.

113. " The function of the Authority in this work is conceived in the Riding to be that of ensuring that demands, as they are received, are entertained sympathetically, and of smoothing the way financially. The position has now been reached that adult education is generally regarded throughout the Riding as a legitimate object of educational expenditure. The main bulk of such expenditure is normally covered by the Authority's acceptance of responsibility for the fees and travelling expenses of the tutors, provision of library facilities, and the provision of premises or the cost of renting (where free premises are not available). The Authority receive a small fee from each student, and in a number of cases students make some small contribution to local expenses of the class through the medium of the class secretary or the organising association.

114. " It is not believed that the Riding has yet reached saturation point as regards the number of classes and lecture courses which can be provided by these means, and it would seem that in many areas in England and Wales steps similar to those taken by the West Riding Education Authority in recent years would result in a considerable

increase in the amount of work. These steps are briefly (i) an offer to non-political voluntary associations to bear the financial cost of carrying on One-year and Terminal Courses subject to the satisfaction of certain minimum requirements as to number of enrolments and the maintenance of attendance, (ii) circularisation of local Managers encouraging them to take up work on these lines and to adopt suitable Courses as part of their work, as agents for the Authority, (iii) as regards University Extension work the establishment of a scheme under which, while the organisation remains in the hands of the local committees acting in direct contact with the Extension Department of the University concerned, a contribution is made by the Authority towards the cost of a course, which ensures that the amount to be raised locally over and above the contributions of the students is reduced to a minimum. It would seem that similar action, adapted according to the requirements of other Authorities, might lead to similar results elsewhere.

115. "There are some problems in connection with the future development of this work which can be foreseen and may be stated as follows :—

- (i) The danger to which voluntary organisations are specially liable is that of coming in the course of time to serve sectional and limited aims. Voluntary organisations responsible for propaganda work in adult education must continue to be widely representative, enlightened in policy, and must offer no opening for the admission of ulterior motives such as politics.
- (ii) There is a necessity for a free atmosphere and a wide outlook on the part of such an association, particularly in the choice of tutors and the choice of subjects. A considerable amount of freedom must necessarily be given to the class in these directions, but it is often necessary for the organisers to show themselves wiser in such

choice than the students, and to oppose any tendency to limit choice of tutor and sometimes of subject.

- (iii) The standard of work aimed at by the tutor in such classes must be the highest possible. It must be distinguished by a scientific and liberal spirit, wide sympathies and absolute sincerity.

116. "In conclusion one may say that the progress of the work of adult education will be successful only in the degree in which the work is carried out in a spirit of complete co-operation and mutual confidence as between the students, the voluntary association, and the Local Education Authority. Any tendency which threatens to destroy this atmosphere must be avoided on all sides and must be resisted at its source."

117. Of the numerous points of importance in this memorandum we place unquestionably first that raised in the concluding paragraph. It is made yet more emphatic in a note which we have received in regard to the situation in another county. "So far as the Education Committee is concerned," it is stated, "the continuance of this work rests with a small number of the members of that body. They are by no means confined to one party, but are unanimous in their opposition to adult education organisation being utilised for any propagandist purposes. Apart from their interest there is a good deal of tacit reluctance and indifference to the work, and of course a certain amount of direct reactionary opposition. Consequently even a suspicion of using the Tutorial Classes or other adult education work for the inculcation of principles connected with any one political party is likely to upset a balance of impartiality so delicately maintained, and the loss of even two or three of those who most believe in the work at present being carried on would almost certainly lead to a discontinuance of the county grant."

118. We regard it as of the utmost importance that those who are concerned in the organisation of adult education

should make it clear at all times that men and women of any religious or political persuasion are welcome in their classes, and that the term adult education implies and demands the disinterested pursuit of knowledge.

119. The second question which arises is that raised in an earlier part of the memorandum as to the most suitable instrument for the propaganda work necessary for converting vaguely felt needs into active demand. We believe that the general experience of the movement confirms the view there stated that the voluntary body is the most suitable instrument. A Local Education Authority desiring to promote adult education will be wise to rely on voluntary bodies for the purpose of getting classes together. Where a branch of the Workers' Educational Association or other "approved association" exists, or can be formed, the class would naturally be formed by the association. In other circumstances, the practice adopted by the West Riding and other Authorities of inviting local Managers of Evening Schools to get into touch with local clubs and societies is a method to be recommended. In making these suggestions we have in mind the conditions generally obtaining in most urban and rural areas. In great centres of population an entirely different situation exists, and Institutes such as the London Literary Institutes and Men's Institutes may be recruited in other ways. We should be glad to see a large extension of the co-operation between Local Education Authorities, the universities and the voluntary bodies in this work.

120. The next question is that of organisation. Some Authorities take financial responsibility for courses promoted by voluntary bodies; other Authorities make grants in aid. Which is the better means? It appears to be the view of the Board, as expressed in the Prefatory Note to the Adult Education Regulations, that "a full development of adult education will not be made unless the main financial responsibility for the work of lower standard is assumed by the Local Education Authority." They have therefore

given notice " that the system of grants under Chapter III to approved associations is subject to review and that it will not necessarily be continued for a period of more than five years ending on the 31st July, 1929." Later in Circular 1355 the Board considerably modified this statement of policy and stated in reference to Chapter III of the Regulations that " the question whether this arrangement should become a permanent part of the grant system must largely depend upon the policy pursued by Local Education Authorities." Various questions suggest themselves. Has Adult Education in its less formal aspects reached a stage at which it is desirable for financial responsibility to be taken over by the Local Education Authority in all districts? Is the work better and more efficiently done when Authorities accept financial responsibility? Is there any sign that Authorities have acquired such an interest in adult education that the Board can safely withdraw Chapter III of the Regulations in 1929 with the assurance that no check in the development of adult education will ensue?

121. We may consider the matter first from the side of administration. The areas in which Authorities have accepted financial responsibility are few and their circumstances are not uniform. There is little doubt that the assumption of financial responsibility by the Local Authorities has led to an increase in the number of classes, and has widened the range of the subjects selected, the restriction imposed by the Adult Education Regulations being no longer applicable to these classes. It is clear, however, that the transference of financial obligation to the Local Authority does not solve all difficulties. The voluntary bodies still play an active part in organising classes, in finding tutors, and in carrying on educational propaganda outside the formal classes. There is a division of responsibility. The voluntary body, freed from financial risks in the formation of classes may be too optimistic. In the choice of tutors, also, there is a risk that neither body will exercise the same care, as it would if it were wholly responsible. The scales

of pay, again, with their tendency to uniformity restrict the choice of tutors as compared with the conditions which obtain where a voluntary body is working under the Adult Education Regulations.

122. There is another side which is of great importance. One of the essential elements in all education lies in the personal relations established between the general body of students (not merely members of a single class), and between students and tutors. In adult education this element is overwhelmingly important, first because it is so difficult to secure. It is clear that voluntary associations, based fundamentally on such personal relations, are eminently fitted to safeguard this side of the work. It is important that where financial responsibility is taken by the Local Education Authorities, nothing should be done to destroy this element of solidarity in the student body, or to weaken the interest of the voluntary associations in the work. Again, there are many districts where the work of rousing interest in Adult Education has been carried on almost solely by the voluntary bodies; and if the Local Education Authorities were compelled to assume financial responsibility for the classes of the less formal types, the growth of the work might be hindered. It is often an advantage to the voluntary association to be able to rely upon an enlightened central authority which treats all areas alike, and encourages developments without diminishing the sense of responsibility of the local associations.

123. In our view the question whether an Authority assumes financial responsibility for courses promoted by voluntary bodies, or makes a grant in aid which carries no responsibility, is one to be determined on the merits of each case.

124. The question whether there is any sign that Authorities are willing to assume responsibility for the work now aided under Chapter III of the Adult Education Regulations in 1929, is much more easy to answer. When the Adult Education Regulations were issued, a few Authorities

had already made themselves responsible for this type of work ; in the interim their number has not much increased, and they represent a small minority. We are not aware that any Authority has expressed a desire that Chapter III of the Regulations should be withdrawn. We have reason to believe that the voluntary bodies, on the other hand, desire that the existing arrangements may be preserved. The Board have stated that the question whether Chapter III of the Adult Education Regulations should become a permanent part of the grant system must depend upon the policy pursued by Authorities. In our view it is very doubtful whether it will ever be desirable to withdraw Chapter III of the Regulations, and we are clear that this Chapter cannot be withdrawn in 1929 without inflicting grave damage on the adult education movement.

125. In saying this we do not wish to imply that the relations between Local Education Authorities and voluntary bodies have reached a final stage. There is room for the establishment of a much closer and much more satisfactory relationship in the great majority of areas. This question was indeed the first to which we addressed ourselves in 1921, and was the subject of a Report on Local Co-operation between Universities, Local Education Authorities and Voluntary Bodies issued in 1922 (Paper No. 1).^{*} We endorsed in that Report a recommendation made in the 1919 Report of the Ministry of Reconstruction Adult Education Committee in reference to the formation of Adult Education Joint Committees to operate over a wide area, while expressing a doubt as to the wisdom of applying such a form of organisation to small areas. A few Adult Education Joint Committees have been set up in the interim, and the Adult Education Committees of Rural Community Councils are serving the same purpose. But it is clear that in urban areas the idea of the Adult Education Joint Committee, at any rate in the form proposed in our first Report, has not won much favour. We incline to the

^{*} His Majesty's Stationery Office. Price 4d.

view that the function of such Committees will be advisory and consultative rather than executive. They can do most useful work in bringing voluntary bodies together for consultation, pooling of resources, and for the purposes of a joint approach to the Local Education Authority for funds, use of buildings, or other facilities. Interesting examples are the Unions of Adult Education Associations at Coventry and Wolverhampton which work in close connection with the Local Education Authority. Their functions are strictly advisory and are at present confined to the issue of an annual handbook and to the organisation of conferences. They exercise no executive control, and are maintained by contributions from the component societies and from the Local Education Authority.

126. Moreover such Committees can do a most useful work in the preparation of handbooks giving a conspectus of the programme of voluntary bodies and of the facilities offered by the Authority. We have received admirable examples of such handbooks from Coventry, Dewsbury, Lincoln, Sheffield, and Wolverhampton. Such handbooks are of the greatest value in bringing adult education to the notice of the public, and we suggest to Local Education Authorities the preparation of such handbooks, in co-operation with Adult Education Joint Committees where they exist, and on their own initiative where such Committees do not exist.

IX. THE PLACE OF THE UNIVERSITY.

127. Inasmuch as this Report is concerned in the main with work other than University Tutorial Classes, University Extension Courses, and Preparatory Classes, we have not been much concerned with the problem of the relations between universities, Local Education Authorities, and voluntary bodies. Certain universities have been to some extent concerned in the less formal activities of adult

education. But in general universities have confined their attention to the higher grades of this work. This policy appears to commend itself to the Board of Education, since One-year and Terminal Courses are not mentioned in Chapter II which applies to universities and university colleges, but in Chapter III (approved associations for adult education); and we understand that the concessions whereby two university colleges have been recognised as "approved associations" has been granted for a limited period only.

128. Clearly a university must set some bounds to its range of activities. It is not possible to determine precisely at what point the practical interest of a university in adult education should stop. The line drawn by the Board of Education seems to us a good working arrangement, and justifiable so far as the recognition of courses is concerned, but we hope that the influence of the university and the spirit and method of university teaching will extend into the less formal types of adult education. We have already suggested in our section on *Teachers* one way in which that can be brought about, by the appointment of university representatives on the committees of "approved associations," and bodies which, though not "approved associations," are engaged in the work of adult education. A yet closer association has proved possible at certain universities, and the reasons are not hard to discover.

129. At Oxford and Cambridge there is a Delegacy or a Board of Extra-mural Studies, at Bristol and at Nottingham a Department of Adult Education. This organisation has helped towards establishing the relations which we have mentioned, and will no doubt facilitate the establishment of similar relations, if adopted elsewhere. These Delegacies, Boards or Departments follow the general lines of a recommendation in the 1919 Report of the Ministry of Reconstruction Adult Education Committee. That Committee pointed out that universities had "rather drifted into adult education than planned their organisation for it." The

first university body to act on the Committee's recommendation was Nottingham, which constituted a Department of Adult Education in 1920. The Department was given an equal status with other Departments of the College, the head of the Department being made a member of the Senate. The existing Joint Committee for Tutorial Classes, with its customary Workers' Educational Association and University joint membership, was continued, and another Committee, wider in its representation, was set up alongside it to deal with extra-mural courses other than Tutorial and One-year Classes. Following the recommendation of the Adult Education Committee, these two committees were given equal status, and the two in joint session were constituted a Standing Departmental Committee for adult education. It was arranged that the same academic members should serve on both the Joint Committee and the University Extension Committee. Representatives of other colleges in the area, of Local Education Authorities, and a number of voluntary organisations concerned with adult education of pioneer character, such as the Young Men's Christian Association, the local Adult School Union, and the Women's Institutes, were also included on the University Extension side of the Departmental Committee. The direct representation of voluntary organisations on the Committee was of great value, both because of the links established with the bodies represented, and also because of the stimulus given to their interest in adult education. It made the Committee somewhat cumbersome, however, and the later establishment of representative Rural Community Councils in Nottinghamshire, Leicestershire and Derbyshire made possible a simpler scheme. Voluntary bodies in these counties are now represented through the Rural Community Councils.

130. A comprehensive and yet elastic organisation, such as that maintained by Nottingham University College, and by other university bodies, makes it possible for much assistance to be rendered to the bodies organising the less formal types of adult education, and makes easy the

passage of students from the less formal to the more highly developed types. Arrangements of this character would not have been practicable, if there had been no organisation other than a University Joint Committee for Tutorial Classes.

131. Having regard to the widely different circumstances of the different universities, we hesitate to suggest that the precedents quoted should be followed universally. The success attained in these areas has been due to a combination of circumstances which are not likely to be present everywhere. But if the main problems are to be solved with equal success in other areas we are convinced that the universities and the other local bodies concerned will have to establish an appropriate organisation for co-ordinating and developing the work of University Tutorial Classes, University Extension Courses and the subsidiary but important work carried on in the various types of classes and courses with which we have been mainly concerned in this Report.

X. SPECIAL POSITION OF WALES.

132. Throughout this Report we have not distinguished between England and Wales, because in most respects the principles which govern adult education in England hold good as regards Wales. It is necessary, however, in order that misunderstanding may be avoided, to set out certain differences which may make desirable a modification, so far as Wales is concerned, of certain of our proposals.

133. It is generally admitted that popular culture, if we may use the term, is more widespread in Wales than in England. This is due to its long history. For 150 years the Sunday School has flourished; it is attended to-day by a large number of men and women. There have been innumerable literary societies attached to churches and chapels. There has been the great influence of the

Eisteddfod. And the desire to foster the national speech and national institutions has led many thousands into liberal studies. The pioneer work of adult education has therefore been done on a much larger scale than in England, and it is not a matter for surprise that the University Tutorial Classes in Wales far outnumber One-year and Terminal Courses. Indeed, until 1924 the Workers' Educational Association organised no courses of this type, and they are still relatively few.

134. Moreover, the University of Wales is in close touch with the Local Education Authorities and with the voluntary bodies most interested in adult education. All Authorities contribute the produce of a penny rate to the university, and the sum of £3,500 (partly from the rate money and partly from a special benefaction), is given to the University Extension Board which distributed it to the four University Colleges.

135. A situation different therefore from that in any part of England exists in Wales, and we are not prepared to say that the distribution of responsibility between universities, Local Education Authorities and voluntary bodies which we have outlined in this Report is, or should be, applicable to Wales. We understand that suggestions have been made that the university colleges should concern themselves directly with One-year Courses and Terminal Courses, and should be recognised as "approved associations" for the purposes of Chapter III of the Adult Education Regulations. The university colleges would in fact become the agents for the Local Education Authorities and for the voluntary bodies, provision being made for their representation on the college committees for extra-mural work. It is not our function, and we have no desire, to propose the exact lines of an alternative organisation, if such be necessary, in Wales. This is essentially a matter requiring intimate knowledge of local conditions, and it falls within the immediate purview of the Welsh Department of the Board of Education.

XI. PRINCIPAL CONCLUSIONS AND RECOMMENDATIONS.

1. We consider that it is an essential condition of the healthy development of the whole movement that the high standard at present required in the more intensive courses recognised under the Adult Education Regulations, should be maintained. The less formal types have a value and aims of their own which must not be confused with those of the more intensive courses to which we have just referred. (Paragraph 14.)

2. We attribute the great development of adult education since the war largely to the encouragement given by political, social and religious associations to their members to participate in educational activities. Such encouragement is likely to be a chief agent in extending the range of adult education, and in ensuring its stability, in the future. (Paragraph 25.)

3. We attach much importance to the experiment made by certain voluntary bodies and in the London County Council Men's Institutes, in which the element of club life (with its social amenities) is combined with the organisation of actual pursuits by experienced teachers. In our view the extension of adult education can be most fruitfully considered from this point of view, i.e., of providing not merely lecture rooms, but premises where adult education has a chance of taking the form of community life, the activities being carried on primarily by the members themselves, with an expert in the background ready to provide inspiration, guidance and advice. We regard this as a central characteristic in all forms of adult education. (Paragraph 47.)

4. The attention of voluntary bodies is directed to the lines on which permanent homes have been acquired by certain bodies. It is particularly worthy of note that in many areas old buildings, too large for occupation by private owners under modern conditions, can be acquired at relative small cost. (Paragraph 60.)

5. Local Education Authorities can render assistance to voluntary bodies desiring to promote a "club" organisation by providing the teachers for handicraft and other classes, or by making contributions. (Paragraph 63.)

6. We invite the Board of Education to consider the revision of the Adult Education Regulations with a view to making possible, without prohibitive cost to the organising body, the employment of experienced and highly qualified teachers for courses which may be short, but which call for exceptional skill. (Paragraph 73.)

7. In the countryside a nucleus of full-time tutors is indispensable for the full development of the work; in urban areas, such a nucleus, if not indispensable, is of very great assistance. It is desirable that the same type of teacher should be employed in the less formal work as in University Tutorial Classes, and arrangements should be made whereby staff-tutors appointed for extra-mural work by the Universities should be enabled to devote part of their time to less formal work. (Paragraphs 81 and 83.)

8. Permanent appointments as tutor of adult education courses should not normally be given to men and women who have just graduated. (Paragraph 88.)

9. Voluntary bodies should invite representatives of the universities to serve on committees which examine the qualifications of tutors for One-year and Terminal Courses. (Paragraph 90.)

10. We note with satisfaction the growth in the number of Rural Community Councils which we recommended in our Report on the Development of Adult Education in Rural Areas, and we consider that experience has endorsed our views, expressed in that Report, that Rural Community Councils and the appointment of full-time tutors can do much towards the solution of most of the problems of rural adult education. The arrangements for making such appointments must naturally take account of the varying circumstances in different counties, but we think

that the most satisfactory arrangement, if it can be made, is that the tutor should be a member of the extra-mural staff of the University most interested in the county. (Paragraph 97.)

11. We regard it as of the utmost importance that those who are concerned in the organisation of adult education should make it clear at all times that men and women of any religious or political persuasion are welcome in their classes, and that the term adult education implies and demands the disinterested pursuit of knowledge. (Paragraph 118.)

12. We regard the voluntary body as the most suitable instrument for the propaganda work necessary for converting vaguely felt needs into active demands. In great centres of population Institutes such as the London Literary Institutes and Men's Institutes may be recruited in other ways. (Paragraph 119.)

13. The question whether an Authority assumes financial responsibility for courses promoted by voluntary bodies, or makes a grant in aid which carries no responsibility, is one to be determined on the merits of each case. (Paragraph 123.)

14. It is very doubtful whether it will ever be desirable to withdraw Chapter III of the Adult Education Regulations, and we are clear that this Chapter cannot be withdrawn in 1929 without inflicting grave damage on the adult education movement. (Paragraph 124.)

15. We suggest to Local Education Authorities the preparation of handbooks giving a conspectus of the programmes of voluntary bodies and of the facilities offered by the Authority. (Paragraph 126.)

16. We hope that the influence of the university and the spirit and method of university teaching will extend into the less formal types of adult education. (Paragraph 128.)

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